DOCUMENT RESUME

ED 205 684 CE 029 537

TITLE Secondary School Dropouts.
INSTITUTION Minnesota State Dept. of Education, St. Paul.
PUB DATE [81]
NOTE 102p.; Charts and photographs will not reproduce well. For a related document see CE 029 128.

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS Academic Ability; American Indians; Blacks; Change Strategies; Dropout Attitudes; *Dropout Characteristics; Dropout Prevention; *Dropout Programs; Dropout Rate; *Dropouts; Federal Programs; Hispanic Americans; Individual Characteristics; Individual Needs; Migrant Youth; Out of School Youth; Parent Influence; Potential Dropouts; Program Descriptions; *Program Development; *Program Effectiveness; Secondary Education; *Secondary School Students; Socioeconomic Status; State Programs; Youth Problems
IDENTIFIERS Comprehensive Employment and Training Act

ABSTRACT

This report on secondary school dropouts consists of an analysis of the scope and nature of the dropout problem, a discussion of successful programs and activities for dropouts, a description of a pilot study involving Minnesota public secondary schools and Comprehensive Employment and Training Act (CETA) agencies, and presentation of recommendations based on study findings. Discussed in the section describing the scope of the dropout problem are rates and trends; dropout subgroups (age/grade level, sex, American Indians, Blacks, Hispanics, migrant workers, and youth with limited English proficiency); socioeconomic status; and problems and circumstances (withdrawal reasons, educational achievement, ability level, school attitudes and behavior, delinquency, mental health, self-concept, family life, abuse, and economics). Examined next are program planning considerations; five local Minnesota dropout programs; four local programs outside Minnesota; state-initiated programs and services in ten states (Minnesota, Maine, Oregon, South Carolina, California, North Carolina, Washington, Louisiana, Florida, and North Dakota); and federally sponsored programs (Job Corps and the Youth Incentive Entitlement Pilot Projects). Summarized next are data concerning student characteristics as obtained from a pilot study involving 24 Minnesota public schools and 24 counterpart CETA agencies. Recommendations relating to program development, funding, cooperation, and technical assistance are presented. (MN)

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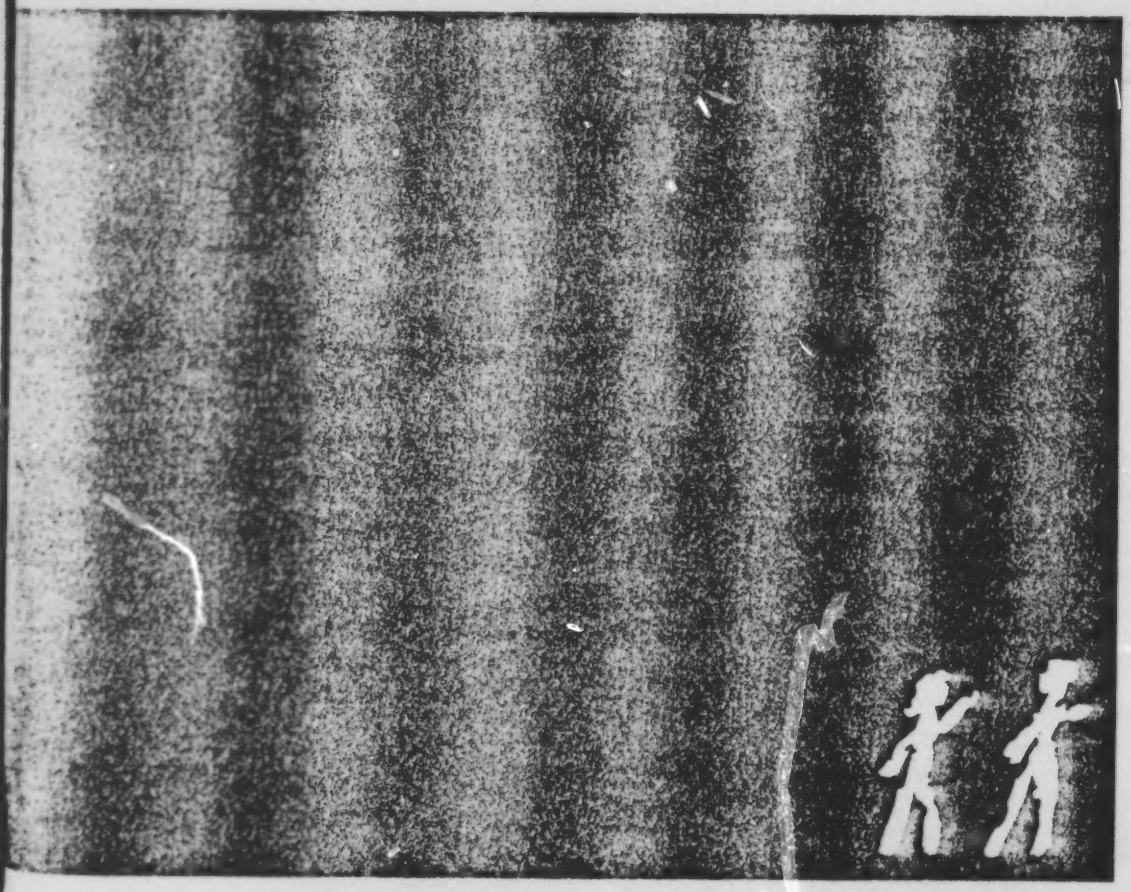

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Acknowledgements

A cooperative agreement between the Department of Education and the Office of Statewide CETA Coordination, Department of Economic Security has made this project and the CETA-Education Linkage Unit possible. Sources of funding for Secondary School Dropouts include:

Primary funding from Governor's Special CETA Grant - Title II - Education Linkage

Additional funding from Elementary and Secondary Education Act - Title IV-C

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Special appreciation is extended to the program operators and representatives of the CETA agencies and schools involved in the pilot study who met at Alexandria to share their concerns and recommendations for meeting the needs of dropouts.

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Introduction

Minnesota CETA Prime Sponsors and Minnesota schools have long been concerned about the problems faced by out of school and dropout prone youth. As cooperation between the education and employment/training systems intensified during the late seventies, the problems of these two groups of youth began to be seen in a common light. When staff from the two systems discussed common client groups, differing information about dropouts and varied perceptions about effective programs emerged. The need for a study to consider the varied viewpoints became apparent. As a result, dropouts and potential dropouts, with emphasis on both their educational and employment/training needs, became the focus of this study.

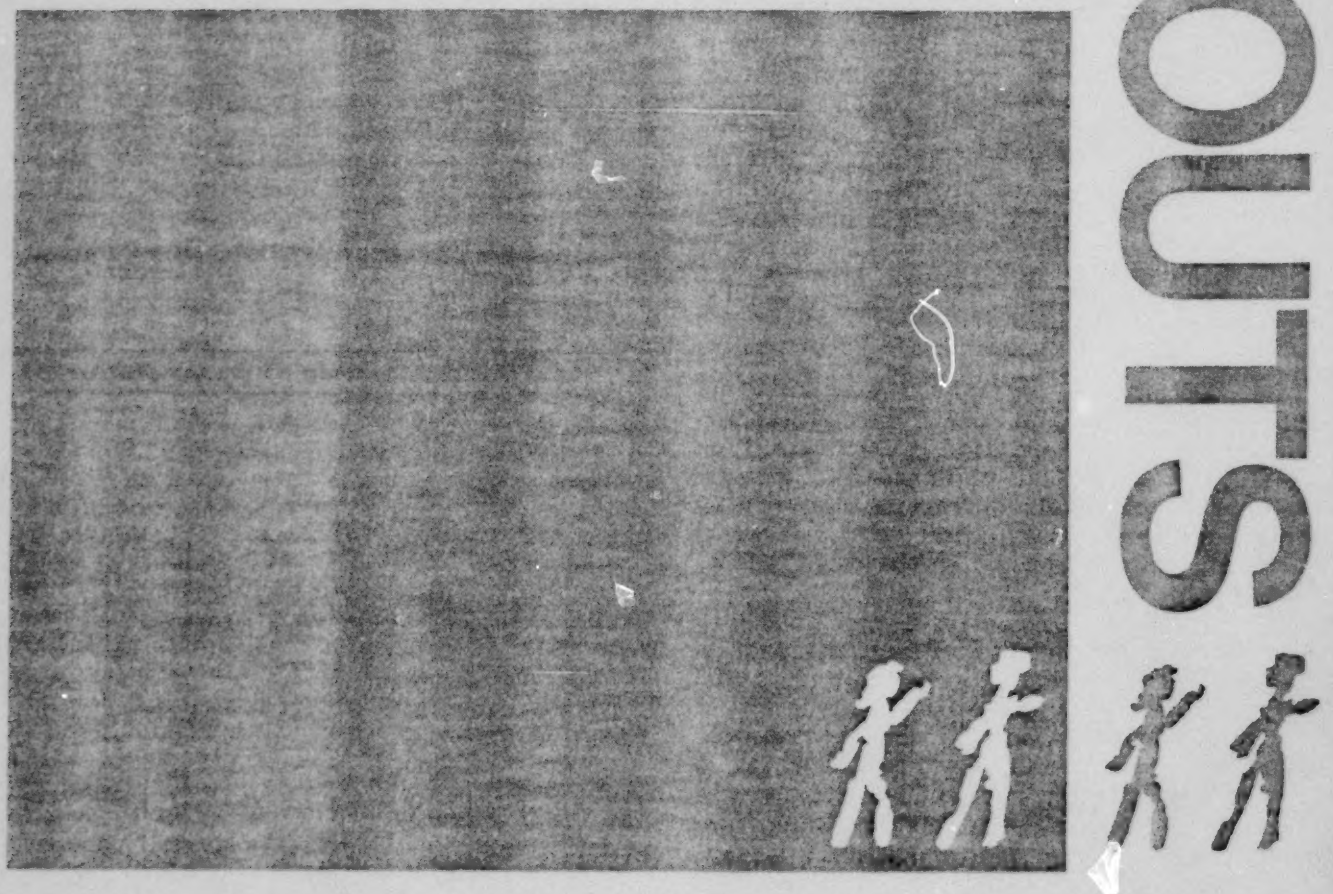
This report addresses the interest that has been voiced in relationship to the dropout problem by the education community and the employment/training system in Minnesota. A variety of information is included.

- **The dropout problem is described in numbers, rates and factors associated with leaving secondary school before graduation.**
- **Programs and activities which meet the education and/or employment needs of dropouts and potential dropouts have been identified and explained.**
- **A pilot study involving 24 Minnesota public secondary schools and the 24 counterpart CETA agencies is described.**
- **Recommendations are included which are based upon the findings of this study.**

The information cited from a variety of sources in this report points to a need for sharing resources and knowledge among secondary schools, employment/training agencies, and other systems that can impact on the dropout problem. Building of partnerships to provide programs that will bolster the skills and confidence of dropouts can lead to the conservation of Minnesota's valuable human resources. The opportunity for shared efforts to effectively serve youth was described in 1980 in A Summary Report of the Vice President's Task Force on Youth Employment.

> Schools teach, employers provide work experience, community organizations offer supportive services, and the CETA system provides training. Taken together, harmonized by a common commitment and directed toward a common solution, powerful partnerships are being built.

Secondary School DROP OUTS



Scope of the Problem

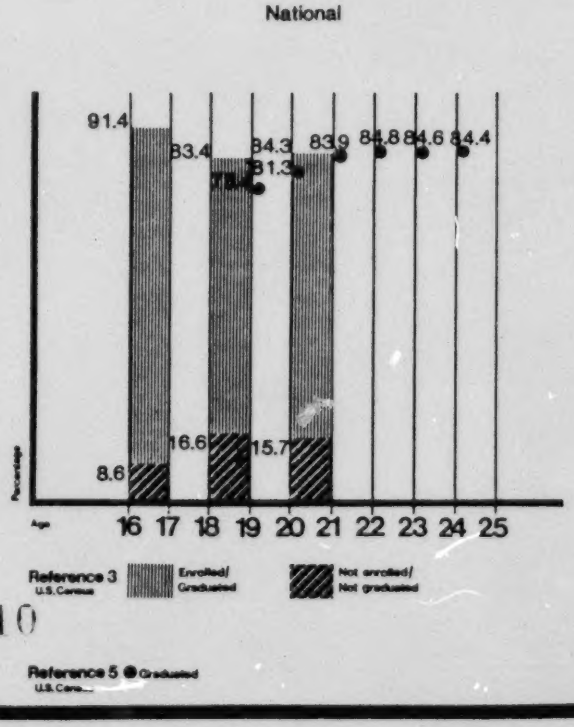
Public education is a social experiment which has worked for most people. Today in the United States, and specifically in Minnesota, most youth thrive or at least persevere in a school environment for a full twelve years and receive a high school diploma. Despite this boastful claim of success, however, there remains a sizable number of people for whom societal, educational or personal barriers exist at so great a level that they simply cannot tolerate the full experience of public education through to graduation. These people have been a concern of education, welfare, corrections and employment and training planners and practitioners for generations (one of the first dropout studies was published in 1872[2]).

This section will examine the identity of these dropouts and their circumstances. Hopefully, the information presented will be useful to concerned planners and practitioners at all levels of service delivery as they confront the social and personal problems associated with the high school dropout.

Two notes of caution: First, in this section certain demographic, personal and social data will be correlated with dropping out of a public secondary school. Correlation does not imply a cause and effect relationship. A positive correlation simply implies that the two events or conditions have a strong likelihood of occurring simultaneously. Second, although profiles of the dropout could be drawn based on probability, a typical dropout does not exist. The configurations of personal and social events and conditions are unique to each of the many dropouts studied. Overall percentages and correlative data are important methods for understanding the scope of the problem and the probability of success for potential solutions. When the service or assistance is offered at the delivery level, however, information on the individual youth is the most relevant data to be considered.

Figure 1

Rates of Students Graduating, Not Graduating/Not Enrolled



Rates and Trends

National

National information on the attainment level of education is collected and disseminated by the U.S. Census Bureau and the U.S. Department (formerly Office) of Education. These two agencies collect slightly different information and use different sources and techniques. Despite these differences, their findings tend to be very similar and are reported in Figure 1. They agree that about three-fourths of American 19 year olds are high school graduates. This percentage increases and finally stabilizes at 84-86 percent of young adults at ages 21-29.[3,4,5] The Census Bureau also estimates that 8.6 percent of the 16 to 17 year old youth are not enrolled in, nor have they graduated from a high school. This percent increases to 16.6 for 18 to 19 year olds and drops slightly to 15.7 percent at ages 20 to 21.[3] Yet this statistic isn't really a national dropout rate.

To obtain an idea of the national dropout rate, one must view information on a state by state basis. This is even more difficult than comparing two sets of federally generated data. States define the dropout rate differently. For instance, a number of states publish a dropout rate based on the number of students who drop out in grades K-12. Still others report rates based on grades 7-12, 8-12, 9-12 or 10-12. Since the dropout rate tends to be higher at the 9th through 12th grade levels, states which report their data on other bases may appear to have lower overall rates.

In viewing individual state dropout rates, states which report on a K-12 basis had rates which varied from .2 percent in Hawaii to 5.3 percent in Oklahoma. The average rate was 2.5 percent. Minnesota is among the 12 states that report data on a 7-12 basis. For the year 1979, the average dropout rate for these states was 4.2 percent. Minnesota's rate during that year was 3.9 percent. Two other states reported their data on an 8-12 basis. The average of these two rates was 5.4 percent.

A number of other states use grades 9-12 for reporting purposes. The average dropout rate for these states was 5.9 percent with North Dakota reporting a low rate of 1.9 percent, and New Mexico reporting a high rate of 10.8 percent. Finally, Colorado stands alone in measuring their dropout rate on the basis of enrollment in grades 10-12. Their reported rate was 9.8 percent. These average dropout rates illustrate two points. First, the more grade levels used to report a dropout rate, the lower the percentage will appear to be. Second, within the group of states with comparable data bases, Minnesota's rate was a bit below average. (See Appendix A, Dropout Rates Throughout the U.S.)

Minnesota

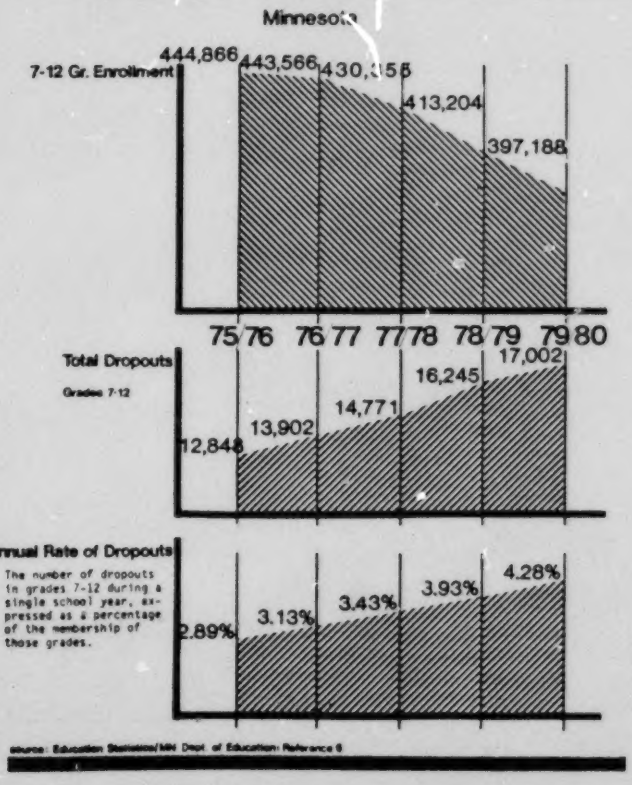
For comparison purposes, national data and data from other states are important, but the most useful information comes from Minnesota. During the 1979-80 school year, 17,002 young Minnesotans dropped out of public high schools.[6] To put this figure into a proper perspective, the number of Minnesota youth who dropped out of high school exceeds the population of most communities in the state. Further, this number is approximately equivalent to the entire population of such cities as Faribault, Hibbing or Robbinsdale. Viewed in another way, a state representative represents about 30,000 constituents--a number smaller than the number of people who drop out of public schools in Minnesota during that legislator's two year term in office. Clearly, a fairly sizable number of Minnesotans leave school before graduation

annually.

In order to view these 17,002 dropouts in comparison with a somewhat larger number of graduates, long range information is helpful. From Figure 2, several important conclusions can be drawn. First, between 1975-76 and 1979-80, a period of five years, Minnesota public school enrollment declined by 47,678 students. Yet, during this time the number of dropouts increased by 4,154 youth. The annual dropout rate in grades 7-12 has increased from 2.89 percent to 4.28 percent.[6] The phenomenon documented here shows that while enrollment has declined during the past five years, the actual number of dropouts has increased dramatically, and this has caused the rate to also increase.

Figure 2

Comparison of Enrollment and Dropouts



These dropout counts and percentages describe the number of students who dropped out of all secondary grades during a single school year. They do not tell the cumulative effect of dropouts on any one class. For example, 7.2 percent (5036 students) of the 1980 twelfth grade class dropped out during the 1979-80 school year. But thousands of students who would have been in twelfth grade had already dropped out in prior school years when they were in the eleventh grade, the tenth grade, or even earlier. Furthermore, some of these dropouts will eventually reenroll and graduate from high school, and some will enroll and drop out of school more than once. So these numbers alone do not tell how many students dropped out of the class of 1980 between grade school and graduation. For such information, retention rates should be viewed.

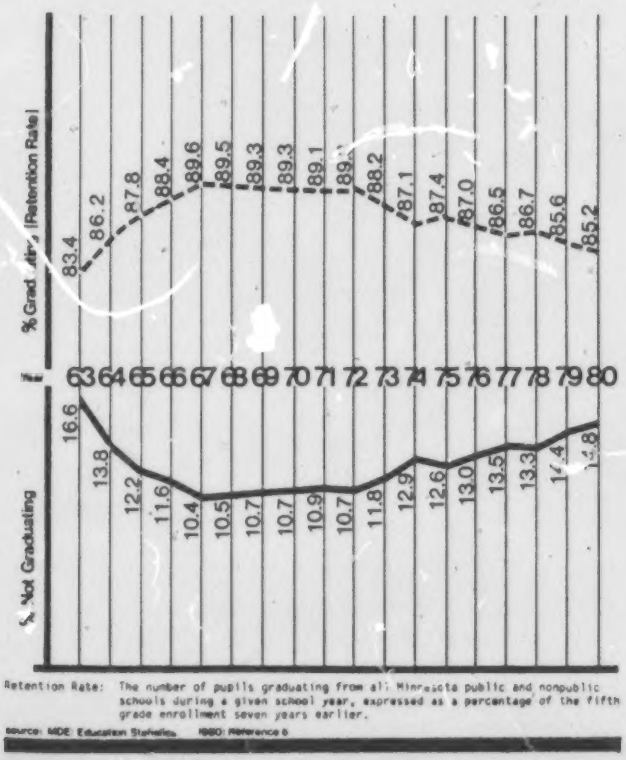
The retention rate is the number of pupils graduating from all public and private schools in the state based on the enrollment seven years earlier in fifth grade. These figures, shown in Figure 3, describe those students who are graduating with their class, and present a picture of the number of students not graduating with their class. During the 18 years for which such data are available, the lowest retention rate was 83.4 percent in 1963. The retention rate increased sharply to over 89 percent from 1967-1972 and since that time has decreased fairly steadily. It currently is down to 85.2 percent. These figures state that in 1963, 16.6 percent of all potential graduates did not graduate from high school with their class. This percentage dropped to 10.4 per-

cent in 1967 but has since been increasing. In 1980, 14.8 percent of eligible Minnesota youth who were enrolled in fifth grade seven years earlier did not graduate with their high school class.[6]

In the short run, these figures represent many people who are not completing their high school education. In the long run, the trends illustrated in Figure 3 may be extremely important. "Although comparable data previous to 1963 are unavailable, it is known that the retention rate has risen throughout the twentieth century."[6] The significance of these figures lies in the speculation that we may now be witnessing a reversal of this trend--a smaller percent of students are graduating with their class.

Figure 3

Percent Graduating / Not Graduating in All MN. Schools



Local School Districts

In Minnesota the number of dropouts is compiled by each school district and reported to the Minnesota Department of Education. Annual dropout rates on grades 9-12 for all Minnesota districts are included in the appendix (See Appendix B). In both 1978-79 and 1979-80, while the state 9-12 dropout rates were 5.4 percent and 5.9 percent respectively, the ranges were substantial. During each of these years, about 35 of Minnesota's very small school districts had no dropouts at all, but seven districts recorded dropout rates in excess of ten percent. All of these districts were either in the Twin Cities Metropolitan area or in the northern part of the state. The highest dropout rate reported by a Minnesota school district in 1978-79 was 27.2 percent. In 1979-80, the highest rate was 23.7 percent. In each year the school district was Red Lake--a school district with a predominant American Indian population.

Planning Regions

The dropout problem in Minnesota can also be viewed regionally. As Figure 4 shows, Minnesota's regional dropout rates for grades 9-12 varied from 2 percent to 7.9 percent in 1979-80. For that year, the areas with the lowest rates were in the southwestern portion of the state. Areas with the highest dropout rates were in the northern (Regions II and III) and in the eastern (Regions VII-E and XI) part of the state. The region with the highest dropout rate was Region XI, the area including and surrounding the Twin Cities.

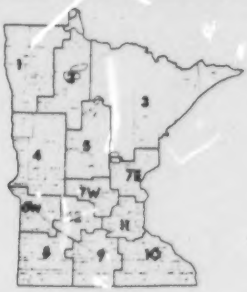
areas (Quad Counties Consortium, Ramsey County, Hennepin County and Dakota County) have the next highest rates. Rural Minnesota (the prime sponsorships of Region III, Balance of State and Rural Minnesota Concentrated Employment Program) has both the lowest dropout rate and the largest geographic areas.

Thus, dividing these rates into different reporting combinations has enabled several generalized conclusions.

Figure 4

MN. Public Secondary School Dropouts, Grades 9-12

by Planning Regions in 1979/80



PLANNING REGION	NUMBER OF DROPOUTS	DROPOUT RATE	PLANNING REGION	NUMBER OF DROPOUTS	DROPOUT RATE
Region 1	269	3.6%	Region 7E	540	6.7%
Region 2	313	6.1%	Region 7W	654	3.7%
Region 3	1,315	5.4%	Region 8	201	2.0
Region 4	471	3.4%	Region 9	545	3.7%
Region 5	466	4.5%	Region 10	1,165	4.1
Region 6E	269	3.5%	Region 11	9,856	7.9
Region 6W	108	2.3%	State's Totals	16,172	5.8%

source: Education Statistics Section/MN Department of Education: Reference 6

Note: The dropout rates included on this page are based on grades 9-12 and are different from the grades 7-12 rates listed elsewhere.

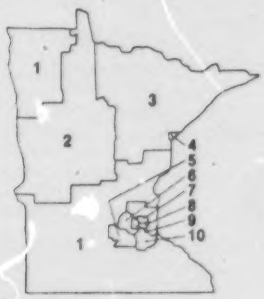
CETA Prime Sponsors

Dropout rates for grades 9-12 were also compiled by Minnesota CETA prime sponsor jurisdiction area since prime sponsors are one of the key service delivery agents for dropouts in Minnesota. Figure 5 demonstrates more graphically the urban nature of the dropout problem. The three most urban prime sponsors (Minneapolis, St. Paul, Duluth) have the highest dropout rates. The Twin Cities suburban prime sponsor

Figure 5

MN. Public Secondary Schools Dropouts, Grades 9-12

by Prime Sponsors in 1979/80



PRIME SPONSOR	NUMBER OF DROPOUTS	DROPOUT RATE	PRIME SPONSOR	NUMBER OF DROPOUTS	DROPOUT RATE
1. Balance of State	3,751	1.8%	6. Hennepin County CETA	2,017	5.3%
2. Rural Minnesota CEP	1,250	4.3%	7. Ramsey County CETA	701	4.7%
3. Region III CET Consortium	120	4.4%	8. City of St. Paul CETA	1,598	13.3%
4. City of Duluth CETA	495	8.1%	9. City of Mpls. CETA	2,786	21.1%
5. Quad Counties CET Consortium	1,837	5.9%	10. Dakota County CETA	917	6.1%
			Statewide Total	16,172	5.8%

source: Education Statistics Section/MN Department of Education: Reference 6

Note: The dropout rates included on this page are based on grades 9-12 and are different from the grades 7-12 rates listed elsewhere.

Dropout Subgroups

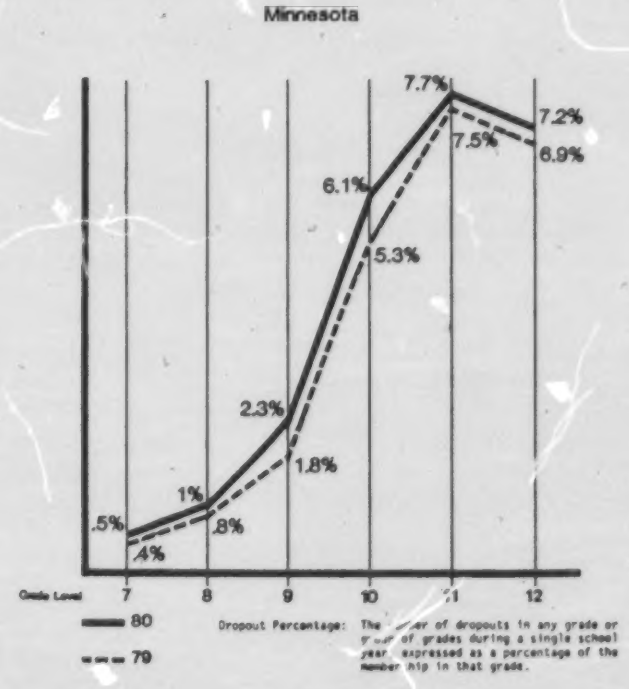
The highest rates are in the urban areas and at Red Lake.

School districts from the northern and eastern parts of the state and from the Metropolitan Twin Cities area (Regions II, III, VII-E and XI) tend to have higher dropout rates than those in other parts of the state.

Urban areas have the highest dropout rates; suburban school districts are second and rural school districts as a group have the lowest rate.

Figure 6

Rates of Dropouts by Grade Level



An awareness of the geographic scope of the dropout problem is useful for planners. When developing programs, however, planners and policymakers need more information. In order to plan for meeting the needs of various groups, it is useful to view the dropout rates within sub-groups of the population.

Age/Grade Level

As shown in Figure 1, the U.S. Census Bureau reports that the percent of high school graduates increases steadily from the age of 18 to age 21.[5] Meanwhile, the U.S. Bureau of Labor Statistics reports that during 1976-77, almost half of all high school dropouts were 16-17 years old.[7] In Minnesota, the Department of Education maintains dropout rates as a percent of each grade level. During both 1978-79 and 1979-80, the highest percent of dropouts occurred at the eleventh grade. Twelfth grade is second in its dropout rate followed in descending order by tenth, ninth, eighth and seventh.[6] Figure 6 illustrates these rates for both school years.

Sex

When viewing dropout rates by grade level and age, patterns do emerge but are there differences in the dropout rates of males and females? In 1962 the Office of Education published material which stated that dropouts were more likely to be male than female.[8] Today, the evidence seems to be less clearcut. The Bureau of the Census recorded that in 1977, 65.1 percent of 18-19 year old females were high school graduates, whereas 58.8 percent of same age males were graduates. This should imply a higher dropout rate for males. Yet, in a 1979 report of 16-24 year old Whites, Blacks and Hispanics, neither the male nor the female annual dropout rates were consistent-

ly higher for any of the groups over the ten year period from 1967-77.[4] In a study recently completed in Minnesota by the Equal Educational Opportunities Section of the Department of Education, the rate for male dropouts was 0.9 percent higher than the rate for females, but the dropout rates for males were not found to be higher among ethnic groups.[9] In summarizing these findings, there is some evidence that a slightly higher percentage of males drop out than females. Yet, other evidence indicates that this may not be true for ethnic groups during all school years.

American Indians

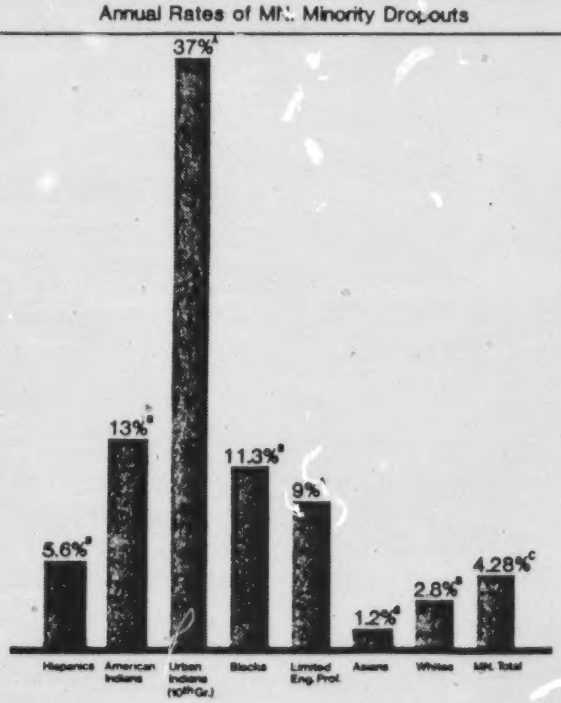
Both of the studies mentioned above also reported that race was a more significant factor than sex in dropping out. A Minnesota study published in 1979 by Educational Management Services (EMS) found an overall 7-12 dropout rate of 10 percent for 1978.[10] More recently, the Minnesota Department of Education reported an American Indian 7-12 dropout rate of 13 percent for 1980[9] (See Figure 7). This study found a statewide dropout rate for all groups of 3.1 percent. Therefore, the American Indian 7-12 annual dropout rate was about four times the overall state rate. In tenth grade alone, according to the EMS study, 21 percent of the Indians dropped out of school statewide. In urban areas this percent increased to 37 percent.[10] The severity of this percentage is further emphasized by a 1975 report which estimated that only 34-37.7 percent of Indian youth who entered ninth grade in Minneapolis would graduate.[13] A 1981 report issued by the State Planning Agency indicated that statewide, 40 percent of Indian youth complete high school compared with 90 percent of all Minnesota youth.[12] Although professional estimates indicate progress in lowering the American Indian dropout rate from the extremely high levels of the past, the dropout rate for American Indians is still very high. The education status of the American Indian was summarized well by the Minnesota Advisory Committee to the U.S. Civil Rights Commission in 1978 who stated, "The dropout rate continues to be significantly higher than for students of other races."[11] This same statement is as appropriate in 1981 as it was in 1978.

Blacks

American Indian youth are not the only

Figure 7

Annual Rates of MN. Minority Dropouts



youth over-represented in the dropout ranks. Black youth also drop out in excess of their proportion of the population. Nationally, while 84 percent of white youth were high school graduates at age 19, only 76 percent of blacks 19 years old were graduates.[3] Further, a U.S. Office of Education study concludes that 40 percent of all black 17 year olds were functionally illiterate; the estimated illiteracy rate for all youth is 10 percent.[1] In Minnesota, the Equal Education Opportunities Section reports that the grade 7-12 dropout rate among blacks is 11.3 percent[9] (See Figure 7). This rate is over three times the rate for all youth.

Hispanics

Hispanics are also over-represented among high school dropouts. The U.S. Census Bureau reports that nationally, only 62 percent of the 19 year old Hispanic youths graduated from high school.[3] In New York City, four of every five Puerto Rican youth drop out of school.[1] In Minnesota the dropout rate for Hispanic youth is certainly higher than the overall rate, but thankfully does not match the New York City rate. As shown in Figure 7, about 5.6 percent of Hispanic 7-12 grade youth dropped out of high school in 1979-80. Although lower than the rates for Blacks and American Indians, this rate is nearly twice the dropout rate of white youth.[9]

Migrants

The Hispanic dropout rate also overlaps with the dropout rate for the children of migrant farm workers. This rate has been very high. National studies disagree on the specific rates, but they all point to a severe problem. In a 1970 report, the U.S. Office of Education found that 90 percent of migrant children do not attend school beyond fifth grade.[14] In 1974 a study concluded, "migrant children now have only a 40 percent chance of entering the ninth grade as compared with a 95 percent chance for non-migrant children." Even more disturbing is the fact that migrant children have only an 11 percent chance of entering 12th grade as compared with an 80 percent chance for non-migrant children."[15] Still another 1974 report indicated that 9 out of 10 migrant children never enter high school and that only 1 out of 10 who do, actually graduate.[16] In Minnesota, these statistics were corroborated by the Minnesota Migrant Council which reported in 1980 that 87 percent of their participants were high school dropouts; 4 percent were in school and 9 percent were high school graduates.[17] Whatever statistic is chosen, the conclusion is the same. The high school dropout rate among children of migrant agricultural workers is extremely high. Nationally, this is a substantial problem for public educational agencies. Since there are 6,000-7,500 migrant children in Minnesota annually, this is a Minnesota problem as well.[17]

Limited English Proficiency

Many Migrant and Hispanic youth fall into still another category of dropouts. Youth of limited English proficiency also have a disproportionately high dropout rate.[18] In Minnesota a 1979 report indicated that the grades 8-12 dropout rate among these youth is about 9 percent--about twice the rate for all youth.[9] Interestingly, recent immigrants from Asia, although usually of limited English proficiency, have not had as much of a problem with dropping out. The dropout rate for this group is only 1.2 percent.[9] However, the number of recent immigrant children over 16 years of age who have never enrolled in a school and therefore have not been counted as dropouts, is unknown and could be substantial. In any

Socioeconomic Status

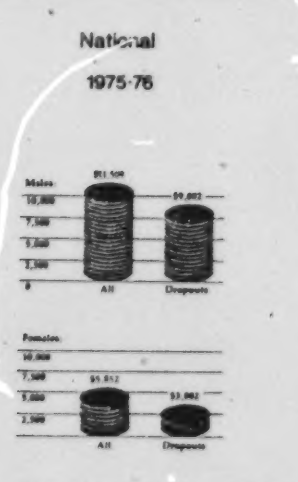
case, one local program serving this group of people reports overcrowding. The challenge of this St. Paul secondary school is to decrease the list of individuals waiting to enroll in the program.[19]

The dropout rate is not proportionately distributed among racial and ethnic groups. Based on an understanding of the distribution of ethnic groups within socioeconomic levels, one might predict that the lower socioeconomic levels would have higher dropout rates. Indeed, a Department of Labor report,[7] a U.S. Office of Education report,[18] a 1977 study in Baltimore[20] and several other studies[9,21,28,30] all suggest that this prediction, in fact, is true. Specifically, a greater proportion of youth not in school than those in school were from families whose annual incomes were below $10,000. An Ohio study found that younger dropouts tended to be from low income families. The earlier a youth dropped out of school, the lower the family income was likely to be.[21] But, it is important to note that dropouts are not exclusively from low income families. A study in New York found that 30 percent of all dropouts in Syracuse were from "white collar" families.[25] Still other studies have studied middle class dropouts.[24,26] Despite the existence of middle and even upper class dropouts, a report issued by the U.S. Office of Education in 1978 stated, "The most powerful of these predictors seems to be the socio and economic level (SEL) of the family. Poor youths are more likely to dropout than are youth of more affluent families."[18] This study further reports, "It has been shown that the income of early school leavers is less than that of high school graduates. Those who have completed eight years or less of school make less money than those who have completed nine to eleven years. The latter group makes less than those who have completed high school." Figure 8 shows these differences in annual income for 1975-76. Therefore, not only are low income youth more likely to drop out, but dropouts are more likely to generate less income and thereby create more future low income families whose children are also more

Figure 8

Salary Differentials : Annual Average Earnings Age 25-26

(Have not attended College)



likely to drop out of high school, a complete cycle.

Parents' Occupational and Educational Level

The cyclical nature of the dropout problem is further demonstrated by statistics describing parental educational attainment and occupation. In a U.S. Office of Education literature review, "40 percent of the time... parents of dropouts had not finished high school."[18] Another study claimed that the age of dropping out correlated with the educational attainment level of the parents. The lower the educational level of the parents, the earlier the child dropped out of school.[21] A Louisiana statewide study concluded, "there appears to be a correlation between the parents' education level and the level of attainment of their children."[22]

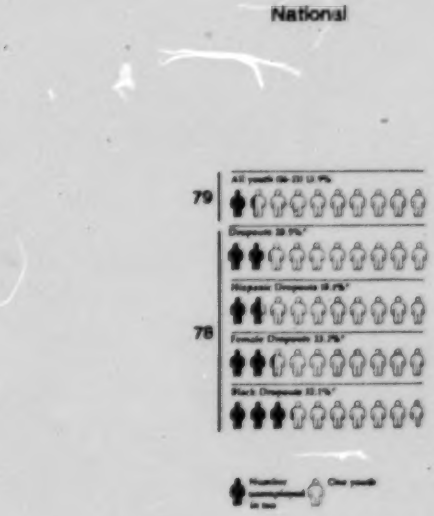
Additionally, the parents' occupation seemed to have some relationship with the probability of dropping out. One study suggested that children of semi-skilled or unskilled workers had a greater likelihood of dropping out than children of people in other occupational areas.[21] Other studies have indicated that the occupational aspirations of dropouts were similar to those of their parents,[23] but lower than those of other youth.[18,24]

Unemployment

A factor often related to socioeconomic level is the unemployment rate. Consistent with other factors, the unemployment rates for dropouts are higher than for graduates. As Figure 9 indicates, the chance of being unemployed for all youth ages 16-21 is 13.9 percent. The probability rises to 20.5 percent for all dropouts and is generally even higher for minority dropouts. Additionally, a cursory glance at the unemployment rates listed in Figure 10 shows a marked advantage for the high school graduate over the dropout. Overall, dropouts have twice the unemployment rate of graduates. Among black dropouts the unemployment rate is almost four times the rate for all high school graduates.[7] Although unemployment is very high among dropouts, it may not be accurate to cite dropping out as a cause of unemployment. A 1980 study speculates, "it may be equally plausible that unemployment is a result of the same problems that led the individual to drop out of school in the first

Figure 9

A Youth's Chances in Ten of Being Unemployed in 1978/79



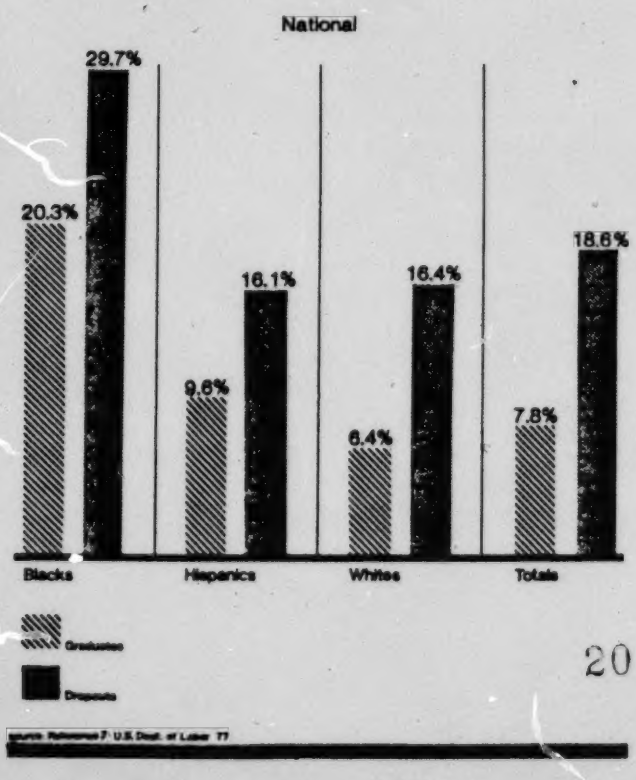
Source: Reference 1, Vice President's Task Force 79

Problems and Circumstances

place."[27] Dropping out of high school may simply precede dropping out of the work world.

Figure 10

Unemployment Rate Comparison, Ages 16-24 for 1978



Certain social and personal problems tend to be related to dropping out of high school. Whether these problems are causes for dropping out, occur in addition to dropping out, or are simply coincidental is not known with certainty. It is evident that many dropouts do encounter other kinds of problems and traumatic events which have at least a potentially scarring effect on the individual.

Withdrawal Reasons

To ascertain the nature of these concerns and reasons for dropping out of high school, one must consult a variety of sources. Minnesota public schools utilize a withdrawal code system to categorize dropouts according to the reasons given for dropping out. Of the ten reasons listed for dropping out, schools report that 89 percent of the Minnesota dropouts leave for reasons unknown to the school district, for other reasons known to the school district but not reported to the state, or because the youth passed the age of compulsory attendance and quit. The seven other categories of specific reasons comprise only the remaining 11 percent of the dropouts.[6] This system does not reveal the reasons youth drop out of high school or indicate the problems they encounter.

Educational Achievement

It is necessary to review other dropout studies to ascertain which problems seem to recur within the dropout population. Nachman et al. found that 69 percent of the ninth grade dropouts in Ohio and 45 percent of the twelfth grade dropouts were below grade level in reading.[21] A U.S. Office of Education Early School Leavers: Position Paper reported that students who were two to three years behind in reading level had a higher incidence of dropping out than those

more closely approaching their grade level.[18] A recent Oregon study reported that 5 percent of dropouts said they left because of grades while another 14 percent indicated a lack of credits as their reason for dropping out.[30] Another study found middle class dropouts have a lower achievement motivation level than other middle class youth.[24]

Ability Level

Although dropouts tend to have a lower achievement level than other youth, conclusions about ability level are more elusive. Nachman et al. in Ohio[21] and Hohman in Louisiana[22] found intelligence test scores to be below average for dropouts as a group. Harris, however, casts suspicion on the use of intelligence test scores for troubled or dropout prone youth,[27] and the U.S. Office of Education Early School Leavers: Position Paper cites nine studies which "have shown no significant relationship between IQ level and dropping out, early or late."[18] This paper then speculates that the findings on lower intelligence may actually be more reflective of a lower level of verbal or language skills. In short, the evidence is not at all clear about the intelligence level of dropouts or any causative relationships.

School Behavior

School behavior is a different issue; school disciplinary action and dropping out have been related. Several studies and literature reviews have pointed to a correlation between youth being a disciplinary problem and dropping out.[18,21,23,31] Recently (January, 1981) the Oregon State Department of Education reported that dropouts most commonly listed conduct problems as the reason they left school.[30] Whether conduct problems or disciplinary actions cause dropouts or are symptomatic of deeper problems is debatable, but the two events often are experienced by the same youth.

A 1958 literature review reported that dropouts seemed to have a feeling of not belonging.[28] This feeling has been reflected in many other more recent studies. For instance, several studies have reported that while still in school, dropouts tended to participate less in extracurricular and other school activities than other youth.[21,22,29,31] This phenomenon occurs across ability levels as well. In studying high ability dropouts, researchers report this same lack of participation.[32,33]

Along with this lack of participation in extracurricular activities comes a lack of participation in curricular activities. As could be expected, while still enrolled, absenteeism has been found to be fairly high among high school dropouts. Further, school absence correlates with lower school grades, and school failure frequently has been correlated with dropping out of school. Several major literature reviews and specific studies conducted between 1956 and 1975 indicate that failing grades and/or grade level retention were major factors in dropping out.[21,23,28,29,31] A further result of this grade retention is that dropouts tend to be overage for their grade level.

Attitude Toward School

An individual who develops a sense of failure about an activity is likely to feel negative about that activity. Several researchers have found that dropouts often do have negative feelings and attitudes toward school.[31] One study claimed that dropouts were dissatisfied with teaching methods.[28] Another found that dropouts placed lower value on education and perceived that teachers disliked them, didn't care about them or even mistreated them.[29]

In the 1980 Oregon study, 19 percent of dropout youth said they disliked their teachers; 15 percent disliked school in general and 13 percent disliked their specific school.[30] These findings are not astounding. As Jackson has concluded, "The responses of the extremely disgruntled group of students leave little doubt that dissatisfaction with school, like beauty, is frequently in the eye of the beholder."[36] This does not absolve schools of their responsibility for dropouts nor should the schools shoulder the entire blame. Rather, school dissatisfaction seems to be a combination of negative school experience coupled with other individual problems.

It is interesting that despite these negative feelings toward school, some research indicates that dropouts have quite positive feelings about leaving school. The event is sometimes seen as a positive step into the "real" world,[21,23] and many dropouts feel that they can do better elsewhere.[18, 23, 32, 33] Given the unemployment rates and income levels cited earlier for dropouts, this conclusion may not be realistic for many dropouts. Yet for others, moving into an apprenticeship, a job or the military can indeed be a positive result of their decision to leave high school.

Delinquency

The negative attitudes toward school, the conduct problems and the sense of failure cited above often extend into the community. When this occurs, dropping out often becomes associated with delinquency. Delinquency has been called "one of the most accurate predictors of which students will drop out."[18] Another study found the rate of delinquency among male high school dropouts to be twice that of male graduates. The rate for female dropouts was almost five times the rate of female graduates.[34] In a 1980 Minnesota study which compared middle class suburban high school dropout prone youth and middle class suburban youth not so identified, the incidence of shoplifting, other theft, marijuana and other drug dealing, having a probation officer and having been in juvenile detention or jail were all significantly higher for dropout prone youth.[27] Research indicates a positive relationship between dropping out of high school and delinquency. Yet it is extremely important to understand that "dropping out does not appear to cause delinquency"[18] and that "while most delinquents are dropouts, the large majority of school dropouts are not delinquents."[35]

Mental Health

Like delinquency and unemployability, "Dropping out is only one behavioral symptom of deeper problems."[18] In 1963, a Minnesota Department of Education report stated that leaving school is nearly always a symptom of a deeper problem which has been building.[37] These deeper problems frequently are the key to the dropout's later success or failure, but overcoming them can be very difficult. Herein lies the seriousness of the dropout problem. Masterson notes that the majority of "symtomatic adolescents" do not shed their difficulties as they enter adulthood.[38] A 1974 longitudinal study reinforces this point by noting, "At the time of follow-up, many children who had manifested severe symptomatic behaviors during adolescence came to exhibit more blatantly disturbed patterns, and the majority who had demonstrated lesser problems still functioned at a mediocre level four years later."[39] Another longitudinal study of women confirmed the high correlation between adolescent and adult mental health.[40] Troubled youth do not just grow out of their troubles. Rather, with or without help they either fight to overcome these

barriers or they simply succumb under the weight of their problems. The issues that frequently seem to be at the core of the problem revolve around the self-concept, family relationships and possible victimization of these youth.

Self Concept

Although all three of these problem areas can be intertwined for the individual dropout, it is important to view the research on these three areas individually. In summarizing a number of studies which view the self concept of dropouts, the USOE Early School Leavers: Position Paper states, "The potential early leaver, and those who have left, seem to have lower than average self esteem, aspiration levels, needs for self development, commitment to social values and feelings of personal efficacy."[18] Riemer reported that the middle class dropout youth studied were troubled emotionally in that they lacked a clearly defined self-image and sense of identity.[24] In addition, Nachman et al. found that dropping out correlated with a low level of emotional maturity as estimated by their high school counselor.[21]

Further manifestations of these negative self views are suicide and self mutilation. A number of studies have found that many of the problems shared by dropouts and cited thus far in this section, are also characteristic of many suicide attempters.[27] One specific study even found that one-third of the suicide attempters in that sample had dropped out of school. As was noted, "Reasons for non-attendance in school were almost always events which contributed to the suicide attempt itself."[41] In a Minnesota study conducted in several suburban Twin Cities schools, 27 percent of the dropout prone youth had attempted suicide; one percent of the control group studied had made similar attempts. In addition, another 27 percent of those dropout prone youth had deliberately hurt themselves in ways which did not include actions resulting from initiation rites or dares; six percent of the control group had behaved similarly. Totally, 80 percent of the students who had mutilated themselves had been identified as dropout prone youth.[27] It may not be exaggerating to say that the problems of dropouts are sometimes a matter of life and death.

Another area of concern fraught with major consequences is chemical use and abuse. Research conducted on chemical use and/or abuse by dropouts is rare. Much of the literature that does exist, however, describes chemically dependent or abusing youth with descriptors similar to those used to describe dropouts. Other emerging research does indicate that dropouts are more likely to have chemical related problems. One dropout survey conducted in a suburban Twin Cities school indicated that chemical problems were among the commonly mentioned problems youth had while still in school.[42] In another suburban area, Harris found that dropout prone youth used alcohol, marijuana and other substances significantly more frequently and were younger at the time of their first alcohol or drug use than control group youth. Significantly, 91 percent of those youth who had begun using chemicals in elementary school were from the dropout prone group of youth.[27] Evidence is not plentiful when viewing the relationship between the level of chemical use and dropping out of high school, but clearly many dropouts are having problems with chemical use.

Family Issues

The creation of a new family--early parenthood and pregnancy--is one area of concern which clearly relates to dropping out of high

school. A study conducted in Minneapolis in 1980 by the United Way corroborated, "other studies (which) have concluded that pregnancy is the most cited reason for which females fail to complete high school." Further, this study found that "close to three quarters (72 percent) of all women in our sample (a random sample of adolescent mothers in Hennepin County) have dropped out of school at least once."[43] Another study found that four-fifths of the women who became mothers at age 17 or younger never completed school.[44] Moore found that early child bearers were more likely to be high school dropouts, more likely to be from a lower socioeconomic level and have more difficulty in obtaining a higher level of employment due to a lack of work experience.[45] Although more research has been conducted on teenage mothers and their problem, many young fathers also drop out of school because of extenuating home circumstances or problems directly related to the school situation. Further, adolescent fathers were found to have completed fewer years of education than their classmates.[46]

For young dropouts who suddenly become young parents, family issues now take on new meaning and depth. For these dropouts, as well as for many others, family problems are not at all new. Many authors have demonstrated the relationship between a variety of family situations and dropping out. Family stress, though sometimes difficult to measure, has also been correlated with dropping out. In a study of black male teenagers it was found that earlier dropouts come from homes characterized as excessively stressful.[18] Other researchers "indicate that family factors have considerable importance for early school withdrawal and are later supplemented by other psychological and sociological influences."[18] The same study also attempted to find whether less stress and more family support raised graduation levels. They found that subjects who came from homes rated as "highly supportive" did indeed tend to stay in school. Stress and support are both obvious when they are present in a family situation, but both are also very difficult to describe and define. A number of family "events" have been researched and can serve as examples of stressful situations. For example, some studies suggest that frequent family moves and school transfers may have a part to play in youth dropping out. One researcher found that nearly two-thirds of the dropouts in his study had attended at least three different schools, and that 17 percent of the dropouts had been enrolled in five or more schools.[47] In a Twin Cities study, 61 percent of dropout prone youth had attended more than one elementary school; while the rate for the control group was 35 percent. The same study reports that 24 percent of dropout prone adolescents and only 9 percent of control group adolescents had attended at least two different junior high schools. Frequent school transfers do seem to have an effect on youth.[27] Researchers have speculated on the reasons for this correlation. Whether transfers affect youth by causing an overly harsh upsetting of the school routine; whether they hinder children from developing meaningful peer relationships; or whether they create a feeling of rootlessness and not belonging is unclear. Possibly all of these consequences occur. In any case, Livingston illustrates teacher and student frustration well: "A fourth grade teacher shows a reading book to a new student and asks, 'Did you use this book in your other school?' 'Which other school?' asks the student, 'I've been to five.'"[48] Perhaps this issue can provide insight into the high dropout rate among the children of migrant farm workers.

Loss of a family member is another very traumatic event for families and for children

individually. Several studies have indicated a relationship between dropping out and the nebulous term "broken home."[21,28,47] Most frequently this term means that the family has incurred the loss of one or more of its members through divorce, death or leaving. These events often have severe consequences on family members. In a 1968 study, 80 percent of the subjects who dropped out in 7th grade were from homes in which the father was absent.[18] Harris found a significant difference between a dropout prone group and a control group. Thirty-six percent of the dropout prone youth versus 19 percent of the control group had parents who were divorced.[27] In a follow-up study of 11,329 Minnesota ninth graders conducted in 1965, correlations between childhood loss of a parent and eventual delinquency or dropping out were analyzed. High dropout rates were recorded for both boys and girls whose parents had been separated or divorced.[34] That same follow-up study also found high dropout rates for those youth who had lost a parent of the same sex by death.[34]

In addition, Harris found that the dropout prone group had experienced a greater incidence of family death than the control group. Fifteen percent of dropout prone youth as compared with only two percent of control group youth, had experienced the death of a parent. A parent or a sibling of 22 percent of the dropout prone youth and of three percent of the control group youth had died. Thirty-nine percent of the dropout prone group and 16 percent of the control group had lost a close friend. Seven times as many dropout prone youth as control group youth had lost more than one of these persons. Totally, over half (52 percent) of the dropout youth had experienced at least one major loss in their life while less than one-fifth (19 percent) of the control group had experienced such a loss.[27]

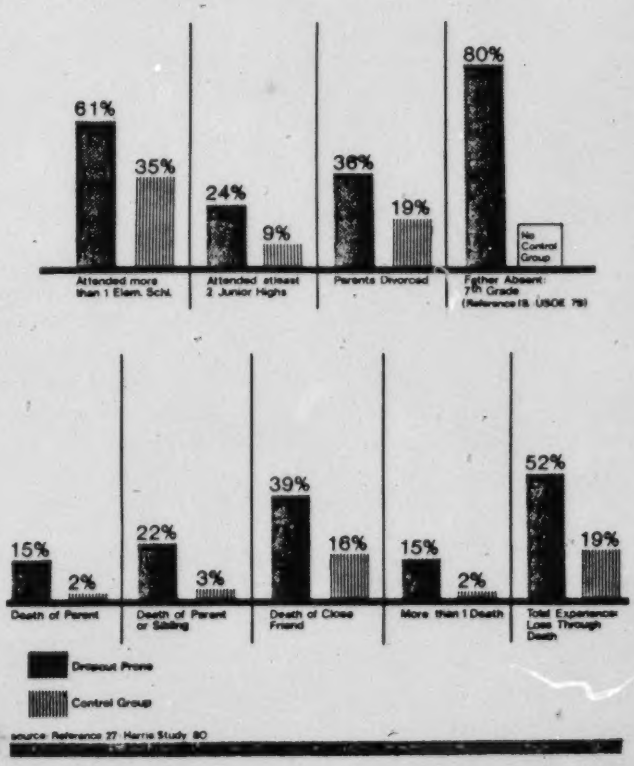
Although the effects of such traumatic loss are not fully understood, for many dropouts loss seems to be a factor in their lives. These data are displayed in Figure 11.

Abuse

As traumatic as loss is for children, purposeful victimization provides the basis for even greater crises. As is the case with loss, high numbers of dropouts have been abused in some way. The rates of this physical and sexual abuse are becoming

Figure 11

Incidence of Loss: Dropout Prone/Control Group



source: Reference 27 Harris Study 80

recognized as being intolerably high. Local, state and federal governments along with private agencies have established programs to address these problems in many areas of Minnesota. Yet these problems do exist; they require long term solutions, and they have long term effects on the victims.

"The children who are abused are scarred physically, emotionally and mentally, and many will not reach their optimum potential. The abused child of today is the potential psychopath, the potential drug abuser, the potential hard core criminal and the potential child abuser of tomorrow."[50]

The educational implications of the problem are immense. The data below describe the effects of abuse on the youth and their school experience.

- In all of the abusive families in a study, the siblings of physically abused children have also been "emotionally and developmentally impaired."[51]
- Of 500 abused, neglected and sexually exploited children studied, a high incidence of poor school achievement, emotional withdrawal, poor peer relationships and aggression toward others was recorded.[52]
- Abused children are at a higher risk level for exhibiting learning disorders in school than their non-abused peers.[53]
- Based on a Minneapolis/St. Paul metropolitan area study survey, tenBensel concluded that up to 80 percent of the children in special education classes have associated histories of abuse, neglect or chemical misuse.
- Two separate studies conducted in 1976 showed that abused and neglected children tended to be substantially below grade level in reading, math and spelling.[52]
- Child abuse victims are "much more likely to have drug problems, school learning and truancy problems, and control problems."[54]
- Many of the psychological and behavioral manifestations of abused youth impair their ability to achieve academic success."[27]

These descriptions and statistics begin to sound familiar. The traits often used to describe abuse victims also have been used to describe dropouts in many instances. Martin says "The abusive syndrome is found so often in the backgrounds of adolescent dropouts and delinquents."[53] It is not surprising that Nachman et al. found home problems listed as a reason for dropping out,[21] nor that the USOE Early School Leavers: Position Paper mentions parental punitiveness as a factor in dropping out.[18] Harris found that 46 percent of the control group reported such abuse. The contrast was even greater for males. Over half (52 percent) of the males in the dropout prone group had been physically abused as contrasted with 13 percent of the control group.[27] Given this evidence, it is clear that family violence and specifically the physical abuse of children, probably play an important role in dropping out.

Physical abuse is only one portion of the abuse gamet. Many children are victims of incest. Although the exact incidence of sexual abuse is unknown, indicators point to its being "larger--perhaps many times larger--than that of physical abuse."[55] Like physical abuse, sexual abuse generates a host of social and personal problems. Along with these problems are the school

related problems of sexually abused youth. In a New York study, 57 percent of the sexually assaulted youth studied "manifested their emotional disturbance resulting from the incest through school problems."[51] A Utah study of 300 physically and sexually abused youth, found that those who had been sexually abused had the greatest academic deficits.[52] The majority of runaways temporarily sheltered by The Bridge in Minneapolis have been abused physically and/or sexually by a family member.[58] The director of the Peer Counseling Program for the Minneapolis Work Opportunity Center, a program for dropout youth, stated that at least one-third of the students in that program were incest victims.[57] Harris' research as shown in Figure 12, corroborates this figure for a Twin Cities suburban area. Thirty-one percent of the dropout prone females and only nine percent of the control group females were incest victims. Forty-eight percent of the dropout prone youth reported having been sexually assaulted by a non-family member; 12 percent of the control group reported such assault.[27]

Harris found that over half of the males (53 percent) and over half of the females (56 percent) had been victims of family abuse--physical and/or sexual. Further, when all forms of abuse studied were considered, 67 percent of the dropout prone youth had been victims of physical abuse, incest and/or sexual assault.[27] Is it any wonder then that many dropout youth display the variety of symptomatic behavior illustrated throughout this section?

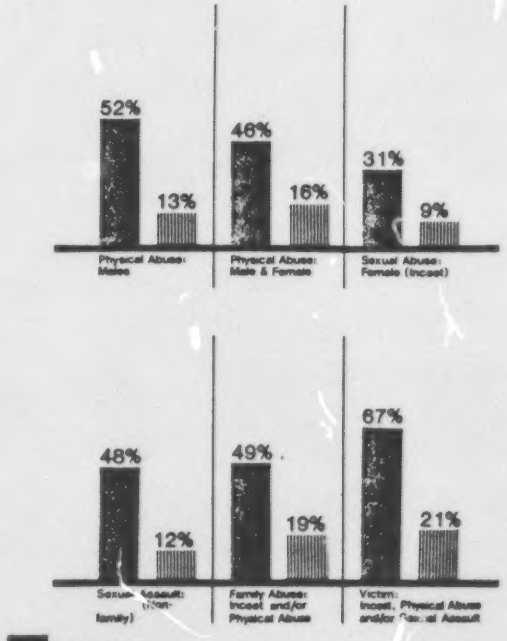
Economics of Dropping Out

This section has primarily considered the human costs of dropping out of high school. There are other costs. In 1970, the United States Senate ordered the U.S. Census Bureau to conduct a study on the ecomomic "Cost to the Nation for Inadequate Education." Although the report is somewhat male oriented and is outdated due to inflation, its findings are nonetheless impressive.

The failure to attain a minimum of high school completion among the population of males 25-34 years of age in 1969 was estimated to cost the Nation: "$237 billion in income over the lifetime of these men; and, $71 billion in foregone government revenues of which about $47 billion would have been added to the Federal Treasury and $24 bil-

Figure 12

Incidence of Victimization: Dropout Prone/Control Group



source: Reference 27, Harris Study 80

Summary of the Problem

lion to the coffers of State and local governments."

"In contrast, the probable costs of having provided a minimum of high school completion for this group of men was estimated to be about $40 billion. Thus, the sacrifice in national income from inadequate education among 25-34 year old males was about $200 billion greater than the investment required to alleviate this condition. Each dollar of social investment for this purpose would have generated about $6 of national income over the lifetime of this group of men. The government revenues generated by this investment would have exceeded government expenditures by over $30 billion."

"Welfare expenditures attributable to inadequate education are estimated to be about $3 billion each year and are probably increasing over time. The costs to the Nation of crime that is related to inadequate education appears to be about $3 billion a year and rising."[59] The human and economic costs involved in dropping out of public high schools seem to be immense.

This section has been dedicated to viewing the scope and nature of the problem of dropping out of high school. National and state data were used to identify: 1) the location of dropouts, 2) demographic characteristics of the dropout population, and 3) some of the personal characteristics and problems which appear to frequently occur within this population. After examining the data, several points can be made.

The number of dropouts in Minnesota has increased each year for the past five years.

- In 1975-76, over 12,800 secondary students dropped out of public schools. By 1979-80, the number had increased to over 17,000. During the same period of time the secondary enrollments have declined from about 445,000 to about 397,000.

- When school district data are reported regionally, urban areas (Minneapolis, St. Paul and Duluth) have the highest dropout rates; Twin Cities suburban (Ramsey, Hennepin, Anoka, Carver, Scott, Washington and Dakota Counties) areas have the second highest rates.

- When dropout rates are reported regionally, the highest rates are in the Twin Cities Economic Development Region (Region XI) and in northern and eastern Minnesota Regions (Regions II, III and VII-E).

A wide variety of students drop out of secondary school. An obvious, clear picture of "a typical dropout" does not emerge. Dropouts in Minnesota represent a wide range of youth. Yet, within this population, some

trends do appear.

- Eleventh grade is the peak year for dropping out of public school; twelfth grade and tenth grade also have a large number of dropouts. The number of dropouts from ninth, eighth and seventh grades is substantially lower than in the upper three grades.

- The dropout rates for American Indians, Blacks and Hispanics are disproportionately high in Minnesota.

- Disproportionately high rates of dropouts are from families of low socioeconomic status and from parents with low educational attainment levels.

  Dropouts more often have lower occupational aspirations than their peers.

- Unemployment rates are very high among high school dropouts.

  Dropouts earn less income than high school graduates.

- Reading levels, achievement levels and achievement motivation levels are all likely to be low for high school dropout. Further, they tend to have been behind academically for several years.

- While still in school, dropouts participated in extracurricular activities less often than other students.

- Dropouts tent to have had high levels of school absenteeism, school failure and grade retention. While in school, they also tend to be older than their classmates.

- Dropouts tend to view school negatively and to view leaving school in a positive way.

- School disciplinary and conduct problems have been correlated with dropping out in several studies.

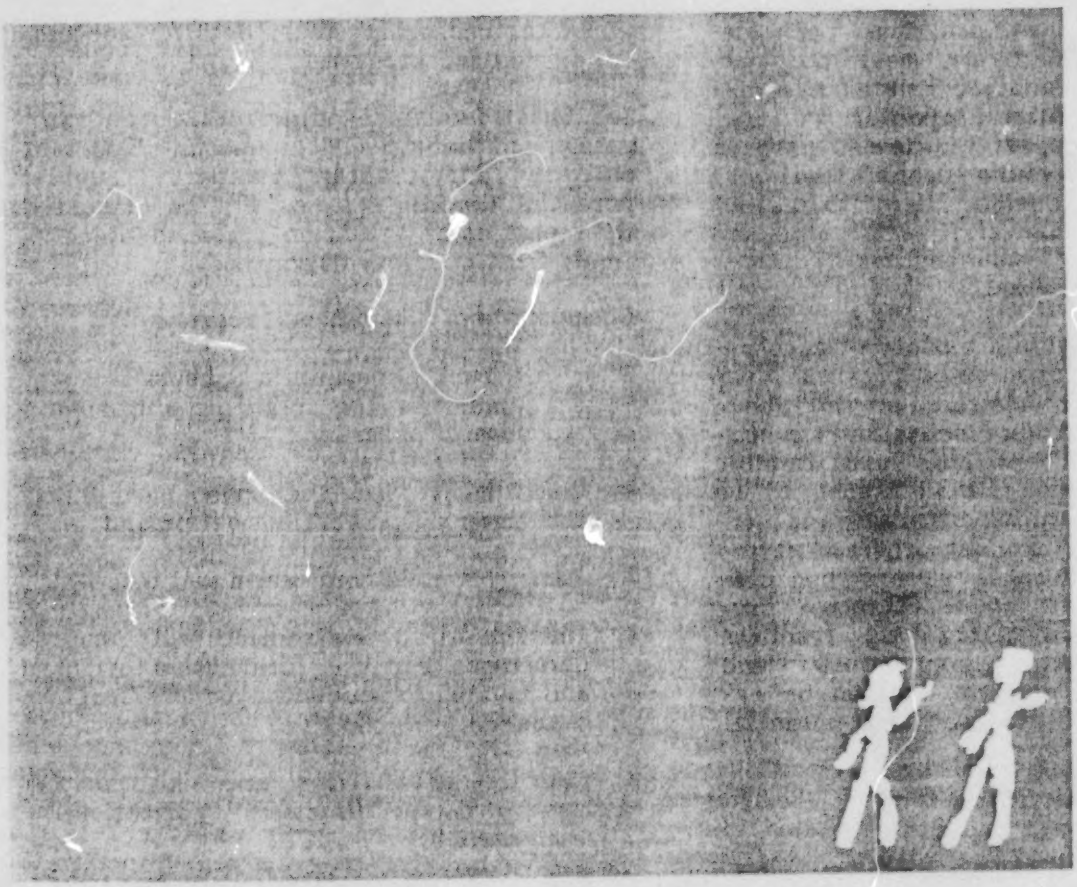
- According to research cited, dropout prone youth seem to be more likely than non-dropout prone youth to have been victims of physical abuse, incest, sexual assualt and to have experienced the loss of a family member or friend through death or divorce.

- Dropouts tend to have low levels of personal efficacy, self image, and often lack a clear sense of identity.

- Dropouts are over-represented among suicide attempts, self-mutilators, chemical users and abusers, delinquents and adolescent parents.

As has been stressed throughout this section, dropouts are individuals. Yet, many of them experience similar problems and situations in their lives. The facts presented throughout this section do indeed point to a critical need for services to this group.

Secondary School DROP OUTS



Programs that Work

Program Planning Considerations

After reviewing the preceding chronicle of rising dropout rates and the many and varied personal characteristics often associated with young people who leave school prematurely, the question may justifiably be asked if successful solutions to the dropout problem exist. Have programs been developed which effectively meet the personal, educational and job related needs of dropouts and potential dropouts? Is funding available to support the needed program components? Are young people who have been frequently labeled "hard to reach" truly reachable? Do staff exist who are willing to commit the necessary time, patience and compassion?

This section highlights a variety of successful programs for dropouts and potential dropouts. Looking for answers to the above questions begins with a discussion of recommended program components and funding sources--two of the critical issues to be addressed when planning programs and services. Examples of dropout programs at the local, state and federal levels are then presented. Information about effective programs will hopefully serve as resource material for both programmers and policy-makers who wish to develop or expand services for dropouts and potential dropouts.

Identifying appropriate program components is one of the first tasks facing planners of dropout programs and services. Several studies have examined programs which serve dropouts and potential dropouts. Of those reviewed below, there is general agreement about the necessary components for successful specialized programs.

Securing adequate funding for dropout programs and services is a second important objective for program planners. Several potential funding sources will be discussed with particular attention given to blending funds from a variety of sources.

Components of Specialized Programs

The New York City Public Schools Dropout Report identifies the following components of a successful program:

- Commitment from the school leadership that dropout prevention is a priority,
- Caring, skilled counselors and teachers,
- Individualized instruction with course offerings that are future goal oriented and related to students' personal experiences,
- Courses emphasizing reading improvement and the practical application of mathematics,
- Career information that leads to job placement,
- Immediate feedback on performance,
- Professional counseling supplemented by peer counseling, and
- A discipline system with clear penalties that are consistently enforced and re-

wards for positive behavior.[60]

The Vice President's Task Force on Youth Employment[1] agrees that elements common to effective schools include strong leadership by the school principal and teachers who care about their students and are involved in all aspects of their learning. The Task Force also points out the need for compensatory courses in basic skills and strict school discipline codes which are enforced. It strongly recommends programs which combine school and work experiences.

In their recommended characteristics of successful programs, the U.S. Office of Education Early School Leavers: Position Paper adds that "involvement with parents, surrogates or the extended family is crucial."[18] The report makes the case that "the association between parents' education and occupational level with the tendency of youths to drop out...reflects the parents' own lack of positive educational experience. Therefore, any program stressing contact between parents and schools...is liable not only to strengthen parental supportiveness of their children's behavior...but also can give the parents the experience of effectiveness in dealing with educational and vocational agencies, a sense of effectiveness which can then be utilized in the encouraging and aiding of their younger children."[18] In a similar vein, programs which involve the student in decision-making and evaluation of program design are recommended. Such student involvement is likely to "decrease the sense of alienation (from the school-and work culture) and its resultant passive, luck-oriented attitudinal context",[18] both factors associated with dropping out.

The USOE position paper also emphasizes the need for responsible and caring program staff, remedial basic skills courses and flexible graduation requirements with educational credit for work experience. The report stresses the importance of competency-based work-related programs which teach transferable rather than specific skills. Courses which convey specific material about the job market and attitudes and behaviors relevant to job seeking and holding are also needed, according to the authors.

Sharp and Richardson in a study of Maryland dropouts[20] document the need to provide support services to dropout program participants. Assistance in obtaining child care for student parents, marital and personal counseling and services to help integrate dropouts into the world of work are among the necessary support services. They further propose that programs be designed to include strong linkages among the three spheres that have the most influence on dropouts: the home, the school and the community.

Sharp and Richardson also point out the need for a youth advocacy system "that could both stimulate adaptations by the school and employment sectors to the needs and personal styles of youths from disadvantaged backgrounds and help individual youths to make informed choices about their employment potentials and the most appropriate settings in which they might realize those potentials."[20] An advocacy system could thereby help achieve the ultimate goal of a dropout program, the development of self-sufficiency among the participants so that they can move independently in the labor market.

Most of the studies reviewed echo the importance of a cooperative effort in serving dropouts. The USOE Early School Leavers: Position Paper states: "Industry-education-labor cooperation is perhaps the single

most critical factor in the development of viable...programs and the one ingredient that has so often been lacking in the past."[18] Wilken and Brown in the U.S. Department of Education report, Manpower-Education Coordination: Two Decades of Frustration make a similar point. "Most educational institutions continue to treat manpower programs as low priorities. Few have matched CETA dollars with resources of their own. Similarly, most manpower agencies have made little effort to develop training programs with a strong basic educational component."[61] The Vice President's Task Force on Youth Employment concludes, "The most exciting and effective youth programs...engage local institutions in doing what they do best. Schools teach, employers provide work experience, community organizations offer support services and the CETA system provides training. Taken together, harmonized by a common commitment and directed toward a common solution, powerful partnerships are being built."[1]

Figure 13 lists program characteristics which frequently describe successful secondary school dropout programs.

Figure 13

FREQUENT CHARACTERISTICS OF SUCCESSFUL SECONDARY SCHOOL DROPOUT PROGRAMS

Serve dropouts and potential dropouts

Have active support from agency administration

Utilize caring, skilled staff

Actively involve students in program management

Offer personalized/individual programs

Include basic skills remediation

Include preparation for employment

Provide emotional and physical support services and counseling

Involve the parent(s) or guardian

Provide paid work experience through community employers and/or the employment/ training system

Include community-based learning experiences on a regular basis

Award credit toward high school graduation for the various specialized program components

Offer late afternoon or evening time choices

Cosponsored by education and employment/training systems; also sometimes criminal justice, health/welfare systems and private sector

Develop linkages with other community agencies and organizations

Combine a variety of funding sources

Funding

Securing adequate funding for programs serving dropouts and potential dropouts is often a critical problem. Successful programs frequently blend funds from a variety of sources. This is particularly necessary

for planning and start-up costs because most ongoing funding is based upon number of participants served or on the programs in operation. Combining funds from several sources also enhances the likelihood of a comprehensive program with multidisciplinary commitment and support. Likewise, the possibility of duplication of program components is decreased.

Funds for dropout programs are available from a variety of sources. Monies authorized at the federal, state, regional and local level in both the education and employment/training systems have often supported dropout programs. Funds allocated for youth, as well as adult, employment/training programs have been tapped. Secondary, post-secondary and adult education dollars have all been utilized frequently. Program funding is also sometimes available from the criminal justice, health and welfare systems and the private sector.

Combining a variety of funds and services requires time and expertise regarding specific funding policies and parameters. The local programs described provide examples of how funds from many local, state and federal private and public sources have been blended to finance programs.

Figure 14 summarizes possible funding sources for programs serving secondary school dropouts.

Figure 14

POSSIBLE FUNDING SOURCES

FOR SCHOOL DROPOUT PROGRAMS

Education

- State General Education Aid
- Local Tax Revenues
- State/Federal Vocational Aid
- State/Federal Special Education Aid
- State/Federal Special Grant Funds such as Elementary and Secondary Education Act and Council on Quality Education Funds
- Post Secondary/Higher Education Funds
- Adult Funding Sources

Employment/Training

- Prime Sponsor CETA Funds
- Governor's Special Grant CETA Funds
- Federal Discretionary CETA Funds
- Job Service
- Vocational Rehabilitation
- Governor's Youth Program for Summer Employment

Criminal Justice

- Federal Juvenile Justice and Delinquency Prevention Act Funds
- State Community Corrections Monies

Health/Welfare

- Federal Title 20 Funds
- Federal Work Incentive Program Funds
- State Community Social Service Act Funds

Private Sector

- Employers - For Youth Jobs
- Business/Industry Contributions
- Private Foundations

Private Social Service Agencies

Local Minnesota Dropout Programs

The programs described below represent the effort of four separate Minnesota communities to address the high school dropout problem in their areas. While each of these programs is effective and of high quality in its own right, their inclusion here is predicated on the diversity they represent rather than on individual merit alone. Inner-city programs, rural programs, out-state urban programs and city-wide programs are represented. Some are large programs involving many students. Others are small involving only a few. Some have significant minority enrollments, while others have no minority students. Budgets vary. Personnel vary. Each is unique. While the efforts of many Minnesota communities are not reported here, the four that are described represent the broad range of energy and activity directed at dropouts across the state of Minnesota.

Each of the described programs began when the community collected resources and directed its energy at providing better opportunities for youth who leave school before graduation. Since resources, people, and communities all differ, quite naturally outcomes also differ. Even so, several commanalities exist that deserve comment. During the developmental stage, each program faced questions and barriers such as:

How do we get started?
Where do we get funding?
What resources are available?
How do we coordinate?
How will this impact the on-going program?

The program generated in each community involves basic skill training, career exploration, and job placement whenever possible. Finally, each program's success rests on the school district(s) working in harmony with the community and other agencies that serve youth.

South High Partnership Program-Minneapolis

The dropout problems in the City of Minneapolis were studied intensively by the Early School Leavers Committee which was first convened in December, 1974, by Pillsbury - Waite Neighborhood Services. In their final report of July, 1978, the Early School Leavers Committee cited a dropout study conducted by the Minneapolis Public Schools that quantified the dropout situation from several perspectives:

> A recent Minneapolis Public School study tracking 4,752 students of the 10th grade class of 1974 found that by August, 1977, 19 percent (900 students) had dropped out. Of the 158 Native Americans, 80 students or 51 percent dropped out: of 527 Black Americans, 152 students or 29 percent dropped out.
>
> The same study also found considerable variance in dropout rates within the Minneapolis Public High School system:

South 33% North 32% Central 27%
Southwest 5% Washburn 9% Roosevelt 12%[62]

As in other major metropolitan areas, Minneapolis schools that feature a large minority population combined with a low socioeconomic level frequently experience high dropout rates. In Minneapolis, these schools include South, North and Central.

In response to the problems behind the alarming figures cited, the administration at South High School set out to develop a broad-based community program that would prevent potential dropouts from leaving school early by providing services more responsive to their individual needs. The resulting "school within a school" serves

youth ages 15 to 20. The program, South Community Partnership Program, is an outstanding example of coordinated resources and shared responsibility involving the school, community agencies and the local business community.

First, the school creates the academic environment to promote learning. For progress in basic skills, small group and individualized instruction are provided. The school is responsible for incorporating a wide range of learning experiences that will help the students achieve "Partnership" objectives. Emphasis is not on job placement, but on developing employment skills. This includes the education necessary to function in the work environment. For example, students participate in a "peer attendance council" which relates to the employment problems of absenteeism and punctuality. The Partnership Program has its own student council which is active in planning and carrying out "town meetings" for the students and staff in the program. Business community representatives serve as resources in work readiness seminars at school.

Next, various agencies provide resource staff, youth advocates, social service and out-reach workers who serve as a link between the school and homes. They give individual and family support to those in the program. This team is an integral part of the "Partnership" staff at South High School.

Finally, the business community provides jobs for many students in the program. Students learn about jobs that might be interesting to them and the specific skills needed for those positions. The employers also explain their views about the qualities they seek in those they hire.

These three components--school, community, and business--combine to provide an individualized alternative day school program that stimulates students to:

- Earn five credits toward graduation per trimester
- Improve basic skills
- Improve attitudes toward school and the learning process
- Graduate from high school
- Prepare for entry and success in employment

Project Director Helene Turnbull reports that early results suggest the program, now in its second year of operation, has had significant impact. Twenty-eight of the students who were enrolled in the first year of the program completed graduation requirements. Half of these graduates were American Indians. Another sixty-eight students successfully completed one year in the program and anticipated completing graduation requirements. In total, eighty first-year students were successfully placed in meaningful employment.

In addition to impacting students, the Partnership Program has developed and sustained a broad and diverse base of support. Financial support has been provided by several sources. Original start-up funds were obtained from the Elementary and Secondary Education Act, Title IV-C. Continuation resources feature education funds (foundation aid, special education aid, and vocational education aid), CETA funds (youth program Title IV), and private foundation support, including the Walker Foundation, McKnight Foundation, ATHWIN Foundation and Minneapolis Foundation.

From another perspective, support is provided through personnel and services rather than funds. In the Partnership Program, a

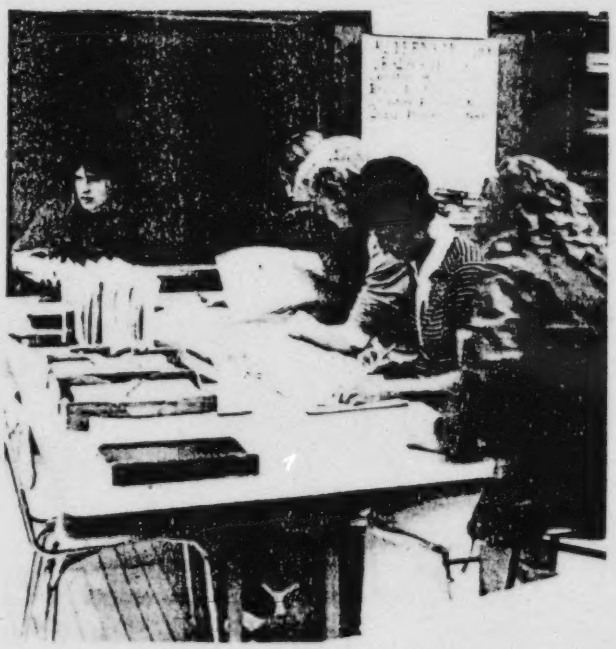
variety of agencies and institutions have agreed to coordinate efforts and resources to better serve students who have left school early. These include:

Social Service
- The City/Southside (individual/family services)
- Young Mens' Christian Association (YMCA)
- Young Women's Christian Association (YWCA
- Youth Diversion (pre-juvenile justice services)

Medical Service
- Community University Health Care Clinic
- Teenage Medical Center
- Little Earth of United Tribes

Academic Program
- Augsburg College (interns)
- University of Minnesota (interns)
- The City/Southside (street academy services)

The result of this broad and diverse base of support is a program that utilizes many resources, coordinates many services, and touches the lives of many people. In brief, the success of this program has been insured by three important conditions. First, the individual needs of students are effectively met by competent and caring staff members. Second, there is a broad base of ownership for the program, especially among families, employers, and American Indian agencies. Third, the program has significant community visibility and involvement. After being in operation for nearly two years, the mainstream educators in the building view "Partnership" as an ongoing program.



Alternate School Program - Austin

To Dick White, Secondary Vocational Director from the Austin Public Schools, it was obvious that an alternative educational program for students who had dropped out of school was urgently needed. During the three school years of 1975-76 through 1977-78, 349 students dropped out of Austin High School while approximately 1,800 student graduated. The main reason given by the students who dropped out was "disinterest".

The first pressing questions were "What kind of a program should be offered?" and "How do we get it started?" The answers Dick White was able to develop provided the basic direction and guidelines for the Austin Alternate School program...an exemplary model for educators and others who are concerned with the educational and economic

welfare of our youth.

"What kind of educational program should be offered to meet the needs of youth who have left school prior to graduation?" In response to this question, a list of goals based on student needs was generated:

To improve communication and computational skills
To develop social skills including human relations concepts
To develop cultural awareness
To develop job holding responsibilities
To develop job competencies

To realize these goals, a staff of professionals with expertise in vocational training, work experience, Special Learning and Behavior Problems (SLBP), and basic skills were assembled. Potential students were identified and urged to return and enroll in the specialized program. Based on a thorough examination of the educational weaknesses of these former students, the program offers instruction in basic skills--communication, math, and vocational preparation. As a result, the Austin Alternate School Program follows an established educational tradition of diagnosis and remediation--finding and correcting student deficiences through personal interview, testing, examination of school records--and consultation with previous teachers and employers. Additionally, these in-school activities are complimented by a full range of career exploration activities, on-the-job training stations, and job placement in the community.

Sixteen to twenty-one year old participants receive in-school, small group instruction in English, math, and social studies. Each participant attends an occupational relations seminar and is employed for three or more hours a day. Community employers and CETA agencies each provide about half of the jobs. Youth receive both salary and credit toward graduation for the work experience. All students go through the Career Planning Center at the Austin Area Vocational Technical Institute to develop self awareness and to explore careers.

The second question, "How do we locate funding to get started?" plagues many new program efforts. Educators frequently find themselves with allocated budgets, unable to collect certain support revenue until after programs have been completed. While educational aids often support program continuation, start-up costs can seldom be generated from educational aids without shifting support from an existing program.

Start-up funds for the Austin Alternate School Program were obtained from the Balance of State CETA Prime Sponsor, allocated through the Region Ten Development Commission. Southeastern Minnesota Community Action Council serves as the fiscal agent for these CETA funds. Once the program was established, the Austin School District became eligible for recurring education aids. Combined with the on-going CETA support, these dollars provide continuation funding. In the fourth year of operation, monies from state foundation aid and secondary vocational funding will fully support the educational program.

Community cooperation and support are apparent. Vocational rehabilitation, the social security office, court services, the local job service, and the mental health center provide support services to youth in the program. Alternate school personnel act as catalysts to identify and locate appropriate special assistance as needed to serve individual needs. In addition, potential students are referred by local court ser-

vices and welfare offices. Other youth are referred through the special education cooperative which serves neighboring school districts; foundation aid funds are then transferred to Austin for the alternate school services.

From its origin in the spring of 1978, the Austin Alternate School Program has grown steadily. About forty-four youth are enrolled each year. The staff has grown to two teachers, two paraprofessionals and a part-time administrator. An evening program is being planned. A preliminary follow-up study of the program has revealed some promising results:

> This follow-up study of the graduates and dropouts of the Austin Alternate School Program seems to indicate that the program has been beneficial to most of the students. They have been able to return to school from a dropout status and many have elected to continue their education beyond high school.[63]

More specifically, the status of youth who completed their involvement in the Austin Alternate School Program during the 1979-80 school year includes:

- 7 students graduated from high school with credits earned in the alternate program
- 8 students re-entered high school in other districts
- 2 students attended area vocational technical institutes
- 5 students went on to work full-time
- 1 student entered military service
- 1 student became pregnant
- 1 student is disabled and was served by a vocational rehabilitation agency
- 2 students were unemployed following the program

In addition to this broad range of status, another perspective is available if we examine the activities of students who graduated from high school as the result of their involvement in the Austin Alternate School Program. In the two school years 1978-79 and 1979-80, 18 students graduated. A year later they were involved in a variety of "career" activities:

- 9 students attended college
- 2 students attended an area vocational technical institute
- 5 students were employed full-time
- 2 students were in the military service

These results make it obvious that the Austin Alternate School Program has had a significant impact on the dropout problem in this southern Minnesota community. Comments by staff members and the spirit of the students substantiate this statement.

Dropout Recovery Program - Duluth

A student who drops out of the Duluth Public Schools can expect to hear from the training teacher for the Dropout Recovery Program. Jointly sponsored by the Career Development Center of the Duluth CETA Office and by the Duluth Public Schools, this position was developed to provide support and assistance to young people who had dropped out of school. Students age 16-21 who have left school early are eligible to receive assistance, regardless of income. The training teacher serves as a catalyst to get youth into a program that will meet their individual needs. Many resources of the Duluth Public Schools, Duluth CETA agency and the community are tapped to provide various program components.

The assistance a dropout receives begins with a great deal of personal and individual attention. Past problems are explored, pro-

gress toward high school graduation is evaluated, and future goals are identified. This thorough assessment is instrumental to the development of an individual learning plan.

With the aid of a counselor, each student who enrolls in a CETA-sponsored program component develops an employability developmental plan (EDP). Periodically the student will review his or her progress against the EDP, redefining or updating component plans as necessary, using information and experience gained during involvement in this specialized program. In addition, an individual educational plan (IEP) is developed for each educationally handicapped youth who reenters secondary school through the Dropout Recovery Program. The EDP focuses on employability development; the IEP focuses on educational development. The training teacher facilitates coordination between these two individualized plans when an educationally handicapped youth is involved in a CETA-sponsored experience.

Depending on the needs and readiness of each participant, a secondary education program may include:

- One to three career or vocational courses
- Zero to three academic courses
- Paid work experience for most youth
- Counseling and other support services as needed

One of the program components which is particularly meaningful to many youth who return to school through the Dropout Recovery Program is the Vocational Exploration Program (VEP). The development and implementation of the VEP in Duluth was spearheaded by the CETA prime sponsor with strong support from the public schools and from private business. Briefly, the VEP is a collection of experiences, resources, curricula and personnel working together to help young people learn about the job market and develop positive work habits and attitudes. Another program goal is to help participants gain both an improved self image and the necessary tools to successfully move from school to work.

These goals are pursued and achieved in a variety of ways by utilizing a broad range of resources. Classroom training, laboratory "mock-up work" situations and specific skill training is complemented by computerized basic skill training. This instructional approach dovetails nicely with the individualized design established early in meetings between students and program personnel. The VEP is a program component for some Dropout Recovery students who have not established clear career goals. The availability of the VEP in Duluth has had a significant impact on both program participants and other youth.

To develop an understanding of each youth, the training teacher visits parents, homes and employers. Social service agencies and probation officers also become involved in identifying appropriate alternatives for dropouts and in referring youth to the Dropout Recovery Program.

Many youth who reenter school through the Dropout Recovery Program have not been successfully served by the education system in the past. Sometimes the youth's in-school reputation is undesirable. Consequently, success stories are essential if the educators in the system are to support efforts to assist dropouts to re-enter and succeed. One success story which persuaded Duluth educators to accept the Dropout Recovery Program is that of a young man whose track record, in the opinion of teachers and school administrators, was

extremely poor. Educators who were reluctant to have him return to the school building on a part-time basis were urged to "try again". At the end of the semester, the youth was listed on the "merit roll". The next semester he made the "A honor roll". He went to summer school to catch up on lost credits from years gone by. During the next year, as a senior, he was on the "A honor roll" for both semesters. After graduating at age 19, he attended college on a scholarship. His accomplishments astonished many educators who could hardly believe that he could accomplish so much at the same time that he was employed in a responsible job and supporting his wife and child.

During the 1979-1980 school year alone, 35 students reactivated their education through the Dropout Recovery Program. Twenty (57%) of these students were successfully placed in meaningful jobs; twenty-four (69%) of these students successfully completed this specialized program at year's end and earned credits toward graduation.

New Beginnings - Carver Scott Area Learning Center - Chaska

New Beginnings is a program designed to meet the special needs of pregnant teenagers and adolescent parents. As a target group, pregnant teenagers and adolescent parents have a particularly difficult time continuing their education. Most often, the services available to the general student population do not meet the special and emerging needs of this group. Dropping out of school becomes more and more attractive as delivery draws near and the student feels more and more out of place in school. To combat this loneliness and isolation, New Beginnings provides the student with a supportive environment. Moreover, it stresses the special coping skills these students need during and after pregnancy.

Organizationally, New Beginnings is a program developed by the Area Learning Center, a division of the Carver Scott Cooperative Center. Directed at the more than 150 students who drop out of high school in Scott and Carver Counties each year, the Area Learning Center provides opportunities for students enrolled in New Beginnings, as well as other youth and adults with special needs. The program includes basic skills development, particularly in reading, vocabulary, and math; career exploration; and employability skill development. The Carver Scott Cooperative Center was established to serve the Chaska, Jordan, Shakopee and Waconia school districts. New Beginnings was specifically designed to include any pregnant girl 21 years of age or younger living in any of the school districts named above. This includes students enrolled in school as well as the students who have dropped out.

According to Scott Harding, Director of the Carver Scott Cooperative Center, program components from the Area Learning Center, when coupled with counseling and empathic support, provide New Beginnings students with an individual, flexible and meaningful curriculum. Specifically, English, social studies, and pregnancy/parenting are three courses offered for credit. Career development, budgeting, money management, prenatal development, exercise and nutrition during pregnancy, birth, and delivery are components of these classes. Prenatal classes are taught jointly by the Carver Scott Childbirth Education Association and public health nurses. Additional credits are available to adolescent parents and pregnant teenagers through the vocational program electives so that students can maintain progress toward graduation while preparing

for economic self-sufficiency.

Naturally, funding such a program requires coordination, cooperation, and on-going planning. The New Beginnings program began when start-up funds were granted from the Minnesota Governor's Special Grant to support Youth Employment Programs. The Area Learning Center relies on funds from several sources to operate its multifaceted program. CETA funds from the Quad Counties Consortium Prime Sponsor are combined with funds from Community Education, Adult Vocational Education, Secondary Vocational Education, Adult Basic Education, Special Education and State Foundation Aid. This varied funding makes possible a program which meets the needs of pregnant teenagers and adolescent parents as well as others who are served by the Area Learning Center.

As with many other programs that are successfully meeting the needs of special populations, New Beginnings has a broad base of community support. During the development and implementation stages an advisory committee was developed to provide program direction. Today a variety of agencies are represented on this advisory committee, including:

- Four school districts in Carver and Scott Counties
- Scott and Carver County Public Health Departments
- Childbirth Education Association
- Carver County Family Services, including court services
- Scott County Human Services
- Area Learning Center of Carver Scott Cooperative Center
- Quad Counties CETA Consortium
- Local medical association
- Chaska Child Care Center
- Scott Carver Economic Council

As a result of this broad representation, the program continues to receive support, feedback and future direction from the community it serves. Interestingly, the program's effectiveness led to requests from the participants for the creation of a young parents' support group incorporating weekly classes which may be used for high school credit. This is open to all young parents age 14-21 years who live in Scott or Carver County. It is reassuring evidence that the original program designed to meet the special needs of pregnant teenagers and adolescent parents is on the right track.

Projects to Advance Creativity in Education

In addition to the programs described above, several Minnesota school districts have developed alternative projects which serve dropouts and potential dropouts. Four of these projects have been reviewed

by a team of evaluators/validators and judged to be both successful and capable of replication at other sites: Student Advocates Inspire Learning (SAIL) in the Hopkins School District, FOCUS in the Roseville School District, School-Within-a-School in the Onamia School District and the St. Paul Open School in the St. Paul School District. The four programs are described in Projects to Advance Creativity in Education (PACE),[64] a publication which summarizes Minnesota validated projects for which assistance to replicate is available through Title IV-C of the Elementary and Secondary Education Act.

Program components in these projects are similar to those included in other successful dropout prevention efforts. Students in the SAIL project are better able to compete successfully in regular high school classes because they spend four and one half hours a week in intensive group support sessions and also have individual weekly sessions with SAIL staff. Goal attainment scaling, a process that encourages students to set and achieve concrete, measurable goals, is an integral part of the project.

Students in the St. Paul Open School also meet weekly with a teacher/advisor to discuss goals and progress. However, rather than participating in regular high school coursework, each student's program is individualized. An Open School student's schedule may include classes, independent study, local and cross-country trips and internships or apprenticeships with business or community agencies.

Programs in the Roseville and Onamia School Districts are based on a school-within-a-school model. A unique feature of the Roseville Focus project is a group counseling experience called Family. Each Family, which consists of eight to ten students and one teacher who meet together one hour daily throughout the school year, attempts to help the student develop feeling of caring, self-worth and concern for others.

Copies of Projects to Advance Creativity in Education, as well as additional information about the four projects described here, are available from Title IV-C staff in the Education Development Section at the Minnesota Department of Education.

Local Programs Outside Minnesota

Programs serving dropouts and potential dropouts have also been developed in several communities across the United States. Three examples of local programs outside of Minnesota are highlighted in this section.

Alternative Education Program - Nogales, Arizona

The Alternative Education Program in Nogales High School is a good example of dropout prevention programs which focus on the needs of special target populations. Because eighty-five percent of the student body is Hispanic, this specialized program is based on the premise that if the special needs of the bilingual students are met, the high school dropout rate would be reduced. An educational facility in a shopping center near the high school was established. Students referred to the center are evaluated to determine their educational needs. A personalized program is developed for each student which includes career-oriented reading, writing, and mathematics. In addition, guidance personnel provide interest and aptitude testing to aid students in tentative occupational planning. The center staff coordinates occupational field trips and work experience. Student services include opportunities for internships, on-the-job training and job placement made possible through the cooperative efforts of local business, the school system, and government.

In addition to working with the student, bilingual outreach workers visit homes and meet regularly with parents regarding each youth's progress. When appropriate, they try to interest the parents in continuing their own education. Goals of the outreach workers include helping the parents feel comfortable with the school personnel and encouraging the parents to come to the school for conferences. According to Dr. James Lehman, Principal of Nogales High School, securing the interest of parents in their children's education is critical, though difficult.

Another important aspect of the Nogales program is that each staff member is considered, first and foremost, a "counselor". Attempts are made to address the diverse personal needs of students along with training needs. Personnel for the specialized program are selected on the basis of understanding the target group of youth in the program and sensitivity to the needs of these youth. Developing trust between staff and students is essential.

The nearby family guidance center becomes involved with both youth and parents. Their services relate to special needs such as drug abuse. Probation officers and alternate school staff work together when the needs of youth are best served through cooperative efforts.

Lehman points out that the alternative program has improved the entire high school climate. The number of suspensions has decreased drastically since the specialized program began. About 120 youth participated in the alternative program in 1979-80. Some returned to the mainstream program; others graduated. About 90 youth attended in 1980-81.

The alternative program in Nogales is funded with a variety of education funds. State education funds and vocational aids provided heavy support when the program began. While both of these fiscal sources are continuing, local tax revenues are an important source of funding today.

Harbor City Learning Program - Baltimore, Maryland

Another approach to serving dropouts is exemplified in Baltimore, Maryland. The Harbor City Learning Program was initiated in 1973 by the Mayor's Office of Manpower Resources, the CETA prime sponsor in the Baltimore area. In this program, work and education are centered around job clusters. Every two weeks students alternate between mini-schools in public office buildings and related public sector jobs, giving youth an opportunity to sample many different jobs over a period of several months. Non-traditional academic courses offered at the mini-schools are related to jobs in one of the following occupational clusters: business, health, communications and community services. The students earn credit toward graduation as well as the minimum wage for their work experiences.

The program is jointly funded by the CETA prime sponsor and the Baltimore Public Schools. The schools pay salaries for the principal, vice-principal, and 26 teachers who staff the mini-schools and a parent-infant center. The Baltimore prime sponsor provides the funds for 12 support personnel who coordinate worksite activity, four student resource center staff members, fiscal support personnel and enrollee wages.

Youth may be referred to the program in three ways: 1) by completeing a preliminary CETA program, 2) through referral from the schools, and 3) by referral from the Youth Manpower Center. The Youth Manpower Center helphs youth to receive needed services by centralizing CETA intake offices. At this center, youth are informed about many available programs, are assisted in making appropriate choices, and are paid minimum wages for the time spent at the center. By the time the youth leaves the center, an initial assessment has been completed.

Out of School Cooperative Training Program - Dallas, Texas

A cooperative training program in Dallas has been designed for out-of-school youth who want to hold jobs and finish high school at the same time. The program is based on a cooperative relationship between community employers and the public schools.

Youth who are not currently enrolled in school, ages 16-21, are eligible. The program provides a minimum of 20 hours per week of paid on-the-job training. In addition, students attend classes in the morning or early evening for 10 hours per week at a downtown site. The class work is in two main areas: courses needed to complete credits for high school graduation or an equivalency certificatte, and additional courses related to job placement. The latter course work is based on a written training plan developed jointly by the school and the employer. Students receive credit upon completion of unit courses. The credits earned are returned to each student's home high school or, if the student chooses, to another high school.

Dr. J. E. Cogswell, Instructional Facilitator for Occupational Education for the Dallas schools, emphasizes that two important aspects of the program are intensive counseling and locating the program in a "neutral" site. Attending school in a "neutral site" prevents youth from returning to an environment where they did not succeed in the past. This helps to remedy peer group problems so youth can devote their energy to education and training.

Students are recruited in several ways: 1)

through a direct mailing to students who dropped out the previous year, 2) by high school counselors, principals, and administrators who counsel with youth, 3) by teacher-coordinators through outreach activities, and 4) by community agencies.

Job placement is usually facilitated by a teacher-coordinator through personal contact with employers. Students sometimes suggest employment stations. In addition, some employers contact the school to request student learners.

The program is co-funded through local education agency funds, and vocational education funds. CETA supports some work experience positions for students. The main hurdle in setting up this program, as with other similar programs, was the initial cost of equipment, supplies and other instructional aids. After one-time costs are met, program continuation can be assured by blending funds from several recurring sources.

Since the Dallas program began in 1972, an average of 21 students have graduated annually. An additional 10 to 15 youth have received an equivalency certificate each year.

Other Educational Programs That Work

Several exemplary alternative programs developed by local schools throughout the country are described in Educational Programs That Work,[65] a publication of the U.S. Department of Education. Although some of these programs have not been designed specifically as dropout prevention projects, many of the program components which have been developed can be effectively adapted for dropout programs. Each alternative program has been reviewed by a national dissemination review panel and is viewed as successful by the National Diffusion Network (NDN). Training, materials and technical assistance are available to assist in developing these programs in new locations. Alternative programs available through NDN include:

- Alternate Learning Project - Rhode Island
- A Community Approach To Year-Round Education - Colorado
- Diversified Educational Experiences Program - Kansas
- Educational Services for School-Age Parents - New Jersey
- Experience-Based Career Education - California
- Experience-Based Career Education - Oregon
- Focus Dissemination Project - Minnesota (Also included in PACE)
- Public Schools of Choice - Connecticut
- Senior Elective Program - New Jersey
- St. Paul Open School - Minnesota (Also included in PACE)

Copies of Educational Programs That Work are available from Far West Laboratory for Educational Research and Development, 1855 Folsom Street, San Francisco, CA 94103.

State Initiated Programs and Services for Dropouts

In addition to locally-initiated programs for dropouts and potential dropouts, several statewide programs and services have been developed. Information about state initiated programs and services may be useful to state policymakers who wish to consider expanding services to Minnesota dropouts on a statewide basis. It is also hoped that local policymakers and programmers may get useful program ideas that could be developed at the local or regional level.

Resulting from legislation and/or state education agency activities, the state programs reviewed in this section reflect one of three approaches to meeting the needs of dropouts.

- **Local education systems have been delegated responsiblity** in Maine, Oregon, South Carolina and California for assessing the dropout problem in their communities and proposing/implementing local solutions. The Minnesota legislation which encourages local planning for dropouts is similar to this approach.

- **Specialized programs for dropouts** have been developed on a statewide basis in North Carolina and Washington.

- **Staff positions** have been established in local school systems in Louisiana and Florida to provide outreach, referral, follow-up and other specialized services for dropouts and potential dropouts. A variation of this approach, a centralized dropout referral system, has been developed in North Dakota.

Sources of information utilized in preparing the following summaries of state-initiated programs include state statutes, program reports published by state education agencies and telephone interviews with state education agency personnel.

Before proceeding, two explanatory notes are in order. First, although not specifically highlighted, several local dropout programs have been developed independent of, or in addition to, the statewide programs that are described. Second, adult education and community college programs, while usually not designed only as dropout programs, are used in many states as viable alternatives for secondary dropouts. The USOE Early School Leavers: Position Paper points out that "one psychological aspect of anti-dropout programs has been to overemphasize the effect and finality of leaving school. Greater emphasis must be given to the need to return to school, not as a stigma, but as a normal process of life."[13] Utilizing community college and adult education programs is, of course, an excellent way to communicate the importance of life-long learning.

Minnesota

Concern about the needs of high school dropouts has been expressed by the Minnesota legislature. The dropout problem is addressed in the 1979 amendments to the Educational Cooperative Service Unit (ECSU) and the Planning, Evaluating and Reporting (PER) statutes. ECSUs, regional educational service agencies, are designed to "perform educational planning on a regional basis and to assist in meeting specific educational needs of children in participating school districts which could be better provided by an Educational Cooperative Service Unit than by the districts themselves."[66] Piloted in 1973 in one region, ECSUs were established on a statewide basis as a result of enabling legislation passed in 1976. The 1979 amendments encourage ECSUs, in the formulation of their annual plan, to consider: "1) the number of dropouts of school age in the ECSU area and the reasons for the

dropouts; 2) existing programs within participating districts for dropouts and potential dropouts; 3) existing programs of the ECSU for dropouts and potential dropouts; and 4) program needs of dropouts and potenial dropouts in the area served by the ECSU."[66]

The 1976 legislature also passed the Planning, Evaluating and Reporting Act. This legislation requires the school board of each school district to develop and adopt a written policy establishing educational goals for the district, a process for achieving these goals and procedures for evaluating and reporting progress. The 1979 amendments encourage school boards, in formulating this policy, to consider: a) the number of dropouts of school age in the district and the reasons for the dropouts; b) existing programs within the district for dropouts and potential dropouts and c) program needs of dropouts and potential dropouts.[67] (As of January 1981, only nine percent of the school districts who filed a PER report with the Minnesota Department of Education included a policy on dropouts.)

Legislation focusing of dropouts was again passed by the 1980 legislature. The Out of School Youth Program Act directed the Minnesota Department of Education to assess the dropout problem, recommend a system for identifying and serving dropouts and develop a system for facilitating cooperative action between the educational system, the employment and training system, the juvenile justice system and community service agencies. The State Department of Education was also instructed to submit a report on serving out-of-school youth and recommendations for legislation during the 1981 legislative session.[68] Because of the projected state budget deficit for FY 1981, the appropriation to implement this legislation was rescinded. These activities have, therefore, not been completed.

Ongoing activities of the Minnesota Department of Education concerning dropouts include collecting information annually on the number of secondary students who drop out and reasons for dropping out and providing technical assistance, on a limited basis, to local education agencies who wish to develop programs for dropouts. The Minnesota Department of Economic Security, Office of Statewide CETA Coordination, also collects data on the number of secondary school dropouts who enter CETA sponsored programs and provides technical assistance regarding programs and services for out-of-school youth to the CETA prime sponsors. Particular emphasis and assistance is given by both departments to the development of CETA-education cosponsored programs.

Maine

Maine passed legislation in 1976 which requires all school districts operating secondary schools to establish Positive Action Committees (PAC) to address the school dropout problem. The local PAC, which includes representation from the school board, school administration, teaching staff, parents and recent dropouts, is charged with studying factors related to dropping out. A specific plan to meet the needs of dropouts in the community must be submitted by the PAC to the school board.

Because these plans reflect local concerns and priorities, a variety of options for serving dropouts have been developed. One school district has developed an alternative day program which incorporates a self-contained basic education curricular, counseling services, employability skills training and work experience. Some districts combine evening adult education

courses with work experience counseling and a job for dropouts and potential dropouts; others provide schedule alterations to meet the specific needs of individual students. A Community Service Program in one district allows dropout prone students to use part of their school day, and receive academic credit for peer tutoring, working as aides in the elementary schools or media centers or assisting non-profit agencies. Another district utilizes outreach workers who counsel parents and students, devise program alternatives and find part or full-time work for targeted students. Funding for local alternative programs is available through regular state education aid and local tax revenues.

Oregon

Oregon has legislation (1979) which requires a similar effort by local school systems to respond to the needs of school dropouts. This legislation obligates district school boards to "consider and propose" alternative programs of instruction or regular program instruction with intensive counseling for dropouts. Boards must address the needs of youth who are at least 16 years of age who submit notice of intent to leave school. In addition, they must consider those who are expelled, those who have serious discipline problems and those with erratic school attendance. Although districts are not required to establish specialized programs, they must address the needs of dropouts. They may elect to pay a student's tuition in an approved alternative public or private program outside the district if no suitable program is available within the district.

Oregon's dropout legislation is, in part, the result of a delinquency prevention program initiated by the State Department of Education in 1978 with Law Enforcement Assistance Act (LEAA) funds. Through this program a Delinquency Prevention Specialist in the Oregon Department of Education has established linkages among the education system, the juvenile justice system and private social services organizations. The specialist also provides technical assistance to local educators, juvenile corrections officials, CETA personnel and others regarding the development of cooperative alternative educational programs for dropouts and potential dropouts. A variety of funding sources have been used for specialized programs for dropouts. Over one-fifth of the Juvenile Services Corrections funds appropriated to the counties have supported alternative education programs. In addition, CETA funds, state recurring education aids and local education revenues have been used in combination with each other.

Having been a catalyst for the 1979 legis-

lation, the delinquency prevention program, which is in its third year of LEAA funding, continues to provide technical assistance for the implementation of the state dropout legislation.

South Carolina

Increased services to dropouts in local school districts in South Carolina have resulted from a concentrated effort on the part of the State Department of Education. The findings of a statewide educational needs assessment in 1968 indicated that only half of the students in the first grade graduate from high school twelve years later. "Of the remaining youth, many are dropouts who are ill equipped for individual fulfillment in our modern society."[70] An objective to reduce the number of dropouts by at least 50 percent by 1975 was therefore adopted as part of the 1970 South Carolina Five-Year Plan for Measurable Progress in Public Schools.

According to Dr. Ernest Carnes, Director of General Education at the South Carolina Department of Education, the first state activity was to annually collect data on characteristics and numbers of dropouts in the secondary schools. In addition to sending a summary of the results to the school districts, any district with a dropout rate of over five percent received direct technical assistance from department personnel. Other major state department activities supporting this objective included regional workshops for local directors of instruction, principals and guidance counselors; concentrating federally-supported programs for the disadvantaged on activities that help prevent dropouts, especially by strengthening instruction in language and mathematics programs; and development of an instructional television series on the teacher's role in preventing dropouts. Specific instructional materials for dropouts were also designed and shared with local educators.

Lack of participation in extracurricular activities was one of the recurring characteristics reported about dropouts. Therefore, many of the local programs that have developed emphasize active involvement in school activities by potential dropouts. Tutorial and parental involvement programs have also been established, as well as teacher in-service training sessions. According to Dr. Carnes, the most effective alternative to regular day school for those students needing this option has been evening adult education classes.

The South Carolina Department of Education achieved its objective by 1973. Dropouts were reduced from 13,906 to 7,107. Although technical assistance continues to be available to any district with a dropout rate of over five percent, the system for collecting detailed information about dropout characteristics was discontinued in 1975. Collection of statistical dropout information has continued. Dr. Carnes reported that the dropout rate has been slowly increasing since 1975 and the department is considering again placing a major focus on dropouts. In his opinion, on-going public awareness efforts, coupled with specialized services for this target population, are critical.

California

In California a local school district's options for serving dropouts were expanded with the enactment of School Attendance Review Boards (SARBs) legislation in 1974. Each county is required to maintain a SARB to address the needs of students with attendance and related school behavior problems. County SARBs are to provide for the establishment of local SARBs as necessary.

With membership from the school system, public and private social service agencies and the business community, SARBs are intended to provide intensive guidance and coordination of community resources for dropouts and others with attendance problems.

Any pupil who is an habitual truant or is irregular in school attendance may be referred to SARB. The SARB may request the parent and/or student to attend a conference to discuss the problems the school has identified and may also call upon community resources to actively participate with the student and family. A petition to juvenile court for violation of the compulsory attendance statute can be filed only after the SARB has determined that the problems of the truant pupil cannot be resolved or have not been resolved through prior SARB directives.

In 1975 California passed the School Improvement Program legislation. Based on the philosophy that school districts should be responsive to the academic, career and personal needs of every student, this legislation made funds available for one-year planning grants to local districts on a voluntary basis. An important component in the development of the district's plan to deal with these student needs, according to Larry Harrington, Administrator, School Attendance, California Department of Education, is establishment of a school site council. The council should include representation from the school administration, teaching staff, parents, students and community members.

Subsequent legislation has authorized incentive funds for the second phase of the School Improvement Program, a three year program implementation phase. Many of the schools who completed the planning phase have combined these additional monies with other education funding sources to develop programs, such as career resource centers and alternative day programs. One of the major indicators used to evaluate the effectiveness of the School Improvement Program, according to Mr. Harrington, is the extent to which absenteeism, suspensions, expulsions and dropping out have been reduced.

A third California effort, the Compulsory Continuation Education Act passed in 1976, further extends the school's responsibility to young people who leave before graduation. While full-time school attendance is compulsory for Californians between ages 6 and 16, youth aged 16 and 17 are required to attend at least part-time under this provision. If the young person is employed, he/she must attend at least four hours a week in continuation education classes or regional occupational centers. Those who are not regularly employed must attend a minimum of 15 hours per week. Regularly employed 16 and 17 year olds may attend adult evening classes instead. Young people who are 16 or older or who have completed the tenth grade are exempted if they have passed the California high school proficiency exam.

Although school districts are mandated to provide opportunities for continuation education classes for 16 and 17 year old students not in full-day programs, the organization and focus of the classes is locally determined. Some programs offer assistance to complete academic courses required for graduation; others provide individualized instruction with an occupational orientation. Districts may utilize regular state education aids and local tax revenues to fund locally developed alternative programs.

North Carolina

Specialized school programs for dropouts have been developed in over half the school districts in North Carolina. Called Extended School Day Programs or Optional High Schools, these programs have been designed to serve 16-18 year old dropouts and potential dropouts who:

- Cannot compete successfully in the regular school setting
- Cannot benefit from the regular school curriculum
- Cannot participate in the school program provided during regular school hours
- Must work and go to school at the same time.

Literally an extension of the school day, most programs operate at the public high school from 3:00 to 9:00, Monday through Friday. However, each student's program is individualized and counseling is combined with small group academic and vocational instruction. Approximately 65 percent of the students are placed in full or part-time employment while in attendance. The goal of the program is to return students to regular day school or to provide them with sufficient credits to graduate from high school. The community college/technical institute system cooperates with the specialized programs and many students concurrently enroll in both programs.

The Extended School Day Program began in 1970 with a pilot in one school district. The effectiveness of the program was viewed with interest by both legislators and Department of Public Instruction personnel. In 1974 the North Carolina legislature appropriated $5,000,000 to strengthen vocational education programs, identifying the Extended School Day Program as one of the exemplary programs in the state. Several districts responded by applying for funds to develop the program in their communities. The program was expanded to additional districts in 1976 when the legislature authorized $500,000 specifically for Extended School Day Programs. Also in 1976 a $2,000,000 CETA demonstration grant was awarded by the Balance of State Prime Sponsor to establish the program in ten rural counties. Based on the success of the demonstration project, other CETA prime sponsors have joined with school districts in their areas to offer the program.

Statewide program coordination and technical assistance to participating school districts are provided by Department of Public Instruction personnel. According to Dr. Nurham Warwick, State Director of the Extended School Day Programs, the seventy-five school districts currently offering the program blend funds from a variety of sources including special state start-up funds, regular state education aids, CETA funds and local monies. It is Dr. Warwick's hope that the Extended School Day Program will soon be available to all dropouts and potential dropouts in the state.

Washington

Specialized programs have also been developed for dropouts in the state of Washington. In contrast to the approach taken in North Carolina, private educational clinics have been established to serve Washington dropouts aged 13 to 19. Authorized by legislation passed in 1977, the clinics perform individual diagnostic testing, establish goals, develop an individualized educational plan and provide instruction in basic skills. Although "courses of a vocational training nature" are specifically excluded in this legislation, the basic skills courses should have an "employment orientation".[71] In

addition, most clinics also offer career counseling. The average length of a student's program at one of the six educational clinics in the state is 12 weeks. Program costs are reimbursed by the state.

The private clinics serve dropouts, as well as those students who have been suspended or expelled. Those students who have been out of school voluntarily for less than a month must have written permission from the school board to attend the educational clinic program. However, dropouts are permitted to reenter public school only if their ability allows them to be placed with, and graduate with, the class they would be in had they not dropped out. The private clinics help prepare individuals to reenter public school or to take the general educational development (GED) test. Another objective of clinic programs is basic skill remediation in preparation for vocational training or employment.

Louisiana

The program for dropouts in Louisiana is an example of a long standing approach, which utilizes specialized school personnel to provide outreach and referral services to dropouts and potential dropouts. In 1944 the Visiting Teacher Program was created by the legislature to accompany its first compulsory school attendance law. The law provided for a state director of attendance and one visiting teacher for each local education agency. Visiting teachers were responsible for identifying the causes of non-attendance and providing appropriate services. In 1958 the Louisiana State Department of Education, recognizing the growing need for services, expanded the program to one visiting teacher for every 15,000 children between the ages of 6 and 19. Funding for the Visiting Teacher Program comes entirely from state funds.

In 1964 the Louisiana legislature reenacted the Compulsory School Attendance Law which had been repealed in 1960 during an integration crisis. This act further delineates the role of the visiting teachers with emphasis on close cooperation "with the state departments of public welfare, labor, and health, and with other state and local agencies...including interchange of confidential and privileged information... and make such referrals and investigations as seem necessary."[72] This act also provides for the optional title of Supervisor of Child Welfare and Attendance.

Visiting teachers today work with the schools to develop and maintain procedures for daily identification of children with attendance and other adjustment problems and provide direct services for identified students and their families. They also work to create an awareness of the problems that adversely affect the learning process and assist in the development of success-oriented school programs. In addition, visiting teachers consult with school personnel, parents and community members regarding problems affecting attendance and adjustment. "Essential facets of the program to be utilized include communicating, collaborating and cooperating with civic, social, service, religious and educational agencies in an effort to collectively diagnose, prescribe and implement solutions to child-centered problems."[73]

Another bill relating to the prevention of school dropouts was passed by the Louisiana legislature in 1975. Under this legislation, incentive funds are available to assist schools in responding positively and effectively to youth displaying discipline problems, including suspended and expelled students. Teacher education programs must be included in funding requests submitted by interested schools. The local schools

must also determine methods for increasing communication among the various school departments and facilitating cooperation with parents and other community groups and agencies.

Beginning with five pilot schools three years ago, "Positive Discipline" programs are now operating in over one-third of Louisiana's local school systems. Many schools have combined the special legislative appropriation with regular funding sources to develop alternative programs to suspension. Some offer time-out rooms or in-school suspension classes. Others provide intensive counseling programs.

Florida

In 1975, the Florida legislature passed the Student Services Act which delineates the responsibility of guidance counselors to provide follow-up services to dropouts and potential dropouts. This legislation also requires school districts to develop a plan of coordinated service delivery among the primary student services personnel: psychologists, social workers/visiting teachers, guidance counselors and occupational placement specialists.

The position of occupational placement specialist was created by legislation in 1971. The intent of this legislation was to have career education and job placement services available to all students. Although services to dropouts are not specifically mandated by this law, most Florida school districts have made dropout prevention a high priority for their occupational placement specialists.

Services provided by the local specialist include teaching career concepts and employability skills, acting as a liaison between the school and employers and placing students in jobs. Specialists also conduct follow-up studies of students who are placed in jobs and prepare an annual report for the school board. The occupational placement specialist program is funded with state categorical aids. Local districts determine how many specialists they will employ with their aid allocation. It should be noted that this occupational placement specialist effort is similar to Minnesota's secondary vocational placement specialist program. Florida's program is described here because of the specific relationships between the program and dropout prevention.

North Dakota

A centralized referral system has been developed for dropouts in North Dakota. Initiated by the Department of Public Instruction in 1978, the referral system grew out of a need to coordinate dropout data collection among the Department of Public Instruction, the Governor's Office and Job Services. The Department of Public Instruction, responding to this need, agreed to be solely responsible for collecting statistical data on dropouts. As part of this effort, department personnel also developed a method of referring dropouts in need of services to other state agencies.

The referral process begins with the school guidance counselor. If efforts to refer dropouts and potential dropouts to local services are not successful, the student's name and address are forwarded by the counselor to the Department of Public Instruction. The standardized reporting form used also includes a checklist of agencies to which the local district recommends the youth be referred. The Department of Public Instruction then refers the names and addresses to the appropriate state agency. The state agency, in turn, refers the names and addresses to their county/regional

Federally Sponsored Dropout Programs

counterpart in the dropout's geographic area. A counselor from the county office is responsible for contacting these young people and extending the services of their agency.

The state agencies with whom the Department of Public Instruction has a formalized referral agreement are the Departments of Employment Security, Vocational Rehabilitation and Social Services (Public Welfare). Referrals are also made to other public and private agencies on a regional or local basis. However, the effectiveness of these referrals is dependent on the responsiveness of the regional staff.

During the first two years of operation, most of the referrals made by the Department of Instruction have been to Job Services offices. In these two years, the number of North Dakota dropouts has been reduced from 1,000 individuals to 851.

Job Corps and the Youth Incentive Entitlement Pilot Projects are two programs sponsored by the Department of Labor for dropouts and potential dropouts.

Job Corps

An unusually intensive program designed for substantially disadvantaged youth ages 16 to 21, Job Corps has provided a successful alternative for dropouts since 1965. Originally established by the Economic Opportunity Act of 1964, it has since been incorporated into the Comprehensive Employment and Training Act. Job Corps continues to be administered primarily at the federal level. Local centers are operated either by private contractors selected in a competitive bidding process or by the Departments of Agriculture or Interior for those centers located on public lands. Minnesota youth will be served by the Hubert H. Humphrey Job Corps Center which is scheduled to open in St. Paul in the summer of 1981. Operated by Talley Education Services, a private contractor, this center has a capacity for 250 young people.

The Job Corps approach is to provide a comprehensive set of services that include "vocational skills training, basic education, health care and residential support for young people who are poor, out of school and out of work. Its aim is to break the cycle of poverty permanently by improving life time earnings prospects."[74] Job Corps is designed to serve youths who currently live in such debilitating environments that they must be relocated to residential centers to benefit from basic education, vocational training and ancillary services.

The education program includes remedial education (emphasizing reading and mathematics), World of Work (including consumer education, driver education, home and

family living and health education) and General Educational Development (GED) for participants who are academically qualified. Like the education program, the vocational training program is designed to meet individual needs and to enable members to advance at the maximum pace commensurate with their abilities. Therefore, all the training programs provide for open entrance and exit and are continually being reviewed and revised in order to keep up with the changing needs of participants, as well as with the changing labor market.

Comprehensive health services provided to all enrollees include medical and dental examinations and treatment, immunizations, professional help for emotional and other mental-health problems, and instruction in basic hygiene, preventive medicine and self-care. The residential-living program includes dormitory life, entertainment, sports and recreation, center government and center maintenance. The residential program is designed to address such complex areas as "relationships among racial and ethnic groups, motivation of alienated or discouraged young people, adaptation to unfamiliar group living situations, adult-youth cooperation in an institutional setting and the role of peer groups in influencing conduct and attitudes."[74]

The length of time in the self-paced program varies with an individual's ability and vocational choice. While two years is the maximum time allowed, most Job Corps participants complete the program in ten to twelve months.

According to Robert Taggart, Former Administrator, Office of Youth Programs, U.S. Department of Labor, Job Corps centers seem to work best when they are based on the belief that the students are there because they are seeking opportunities, that the youth who enter Job Corps are mature. A second important belief is that "the purpose of the staff is to guide and reward and never to punish. What they substitute for punishment is peer pressure. We've found in this program that punishment doesn't work at all. Monetary rewards really don't work at all either. It is the opportunity to be recognized and to achieve (that is important)."[75] Mr. Taggart also noted that the elements that make up a good project are the same wherever you go: caring and interaction by staff on a continuing basis; youth given responsibilities, but also expectations; and a peer system of support, including a system that enforces standards within a project.

A recent evaluation of the lasting impacts of Job Corps participation indicates that the Job Corps "is at least moderately successful overall in achieving its desired effect of 1) increasing employment and earnings; 2) improving future labor-market opportunities, work experience, education, training, health, geographic mobility and military service; 3) reducing dependence on welfare assistance and other public transfers; and 4) reducing criminality."[74] The findings also suggest that public investment in Job Corps is economically efficient. An estimate of the net social benefit for the entire program for one year, 1977, was approximately $80 million.

Youth Incentive Entitlement Pilot Projects

The Youth Incentive Entitlement Pilot Projects, also known as the Entitlement demonstration, is the nation's first guaranteed jobs program. Based on the assumption that a high school diploma coupled with some work experience would enhance the future education and employment potential of disadvantaged youth, Congress created Entitlement as part of the Youth Employment and

Demonstration Projects Act (YEPDA) of 1977. The legislation sought to test the feasibility and effect of guaranteeing a job, part-time during the school year and full-time during the summer, to disadvantaged youth, aged 16 to 19. The job would only be provided on the condition that the youth remain in or return to a school program leading to a high school diploma or its equivalent. The underlying purpose of this conditioned entitlement is to find out whether linking a requirement for attendance and performance in school to a guaranteed job will have a positive effect on the ability of low-income youth to succeed in schools, obtain their high school degrees or equivalents and increase their future employability.

To be eligible to receive Entitlement's work guarantee, youth must come from families on welfare or with incomes at or below the poverty level, must be between the ages of 16 and 19, and live in one of the 17 designated areas in which the demonstration has been established. In each of the 17 sites, Entitlement projects are funded through CETA prime sponsors, which in most instances, act as project managers. The sites were chosen competitively from among 153 original applicant prime sponsors.

An interim evaluation of this project concludes that Entitlement is, on the whole, a feasible program model.[76] From September, 1978 through August, 1979, the 17 CETA prime sponsors demonstrated a good capacity to recruit and enroll large numbers of eligible youth, to develop a sufficient number of jobs for them, including a growing number of jobs in the private sector, and to attract a relatively small but significant proportion of out-of-school youth to the program.

Several factors that have an impact on dropout recruitment have emerged from the experience of the demonstration. First, public schools are not as effective in recruiting dropouts into the programs as are other agencies in the community that have stronger links to this population. Second, dropouts are more likely to return to school and participants in Entitlment if provisions are made for alternative educational programs. Increasing the number of hours that dropouts could work in the program might increase their participation rates, but this is not certain.

During the evaluation period, schools generally showed good cooperation with prime sponsors in recruitment of in-school youth to the program. A more difficult feature of the demonstration for schools and prime sponsors has been the establishment and enforcement of school standards that youth have to meet as a condition for participation. The demonstration has fostered the development and expansion of alternative school programs to serve returning dropouts. Most school systems in Entitlement areas have also adopted policies of credit for Entitlement work, however, creating flexible schedules to allow youth to meet the ten-hour work minimum per week has been a more difficult adjustment for the schools to make.

While the experience of the program during the evaluation period points to its feasibility, the "answer to the more critical question - the impact of Entitlement on the school behavior and employment prospects of disadvantaged youth - must await the results of further research."[76]

Summary of Programs that Work

Successful programs serve the varied needs of dropouts. Specialized programs often have:

- Two major goals--development of learning skills and employability competencies.
- Individualized approaches, including ongoing participant assessment, personalized learning activities and remedial basic skills assistance when needed.
- Opportunities to improve attitudes--such as emphasis on individual strengths rather than weaknesses--and a chance to develop relationships in new settings away from past problems.
- A wide variety of support services to enable youth to succeed in the program--including individual assistance in personal, educational and employment-related needs.
- A jobs component or another source of income for youth who need money to stay in the program.
- A competent, caring staff.

Interagency funding makes possible comprehensive programs for dropouts. Funding sources frequently include:

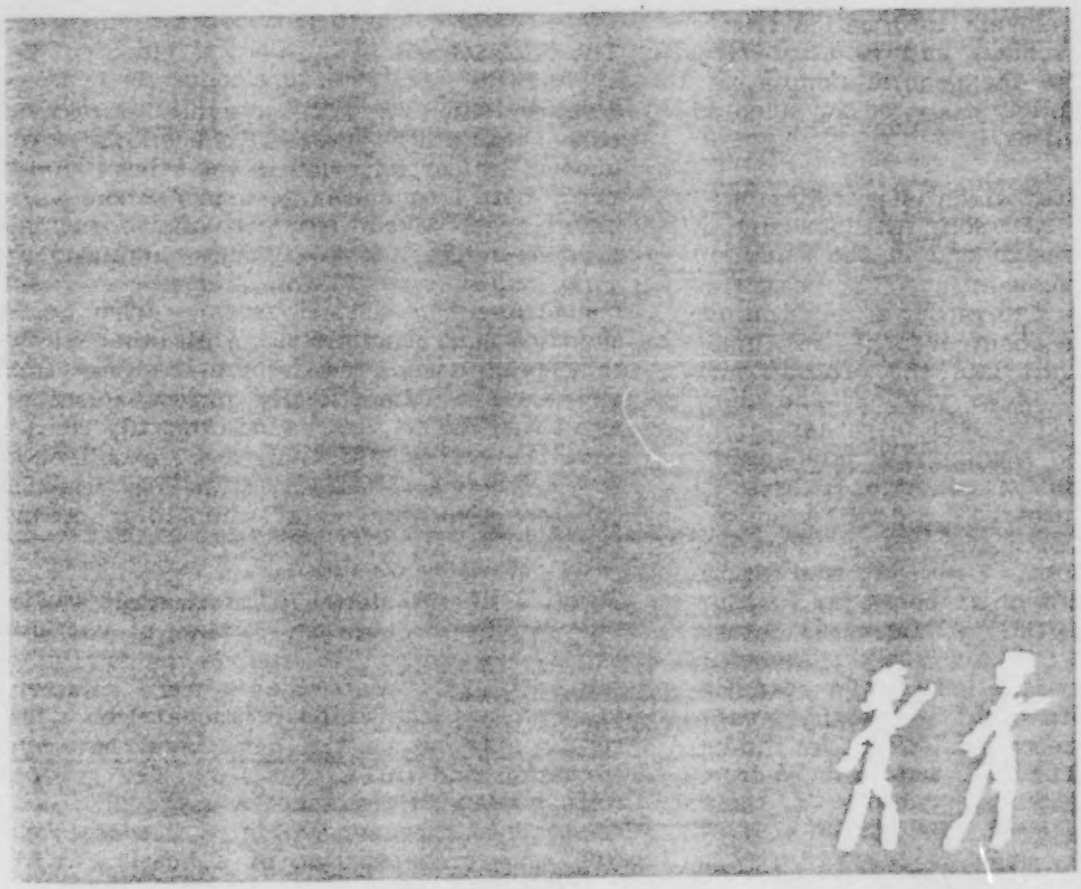
- Recurring education monies--such as foundation aid, secondary vocational aid, special education aid and adult basic education funds.
- Employment/training system funds--including Prime Sponsor Comprehensive Employment and Training Act (CETA) funds, Governor's Special Grant CETA fund, the Governor's Youth Program and vocational rehabilitation.
- Private sector support--including employers who provide paid jobs for youth who are in specialized programs, business/industry contributions and private foundations.
- Grants and other special funding sources from the judicial system, welfare system, employment/training agencies, education agencies, and other sources.

A variety of successful programs for dropouts and potential dropouts have been developed. Program examples described in this chapter have included:

- Interagency programs in local communities.
- Statewide programs resulting from legislation and other state initiated efforts.
- Federally sponsored programs.

Just as there is no "typical" dropout, no one dropout program provides the most satisfactory answers to the questions posed at the beginning of this section. Each community will need to find original solutions given their unique circumstances. However, guided by the lessons learned in previous efforts and utilizing the creative energies of the many agencies and groups who are concerned about the needs of young people, dropout programs that work can, and will, be developed.

Secondary School DROP OUTS



Pilot Study

Implementation of the Pilot Study

Previous sections of this report have focused upon the general status of dropouts nationally, as well as in Minnesota, and upon measures to rectify the problem. In an effort to more clearly describe actual circumstances in Minnesota, this study proposed to gather relevant information from a small sample of schools and to infer from this information to the general population. Thus evolved a pilot study of 24 selected Minnesota communities.

A steering committee which ultimately guided the entire study was solicited to assist in the pilot study design and in the selection of participating communities. The committee deemed it necessary to gather as much information as possible about dropouts in Minnesota to gain insight into the program and service needs of these youth. The pilot study was designed in 1979 to gather information that would enable the development and/or improvement of education programs, CETA sponsored programs and CETA-education cosponsored programs and services for high school dropouts. The study was to: 1) determine the needs of dropouts for further education, training and services, 2) devise and pilot referral systems between the education agencies and the local CETA agencies so that these youth could be better served, and 3) develop recommendations for additional services. The hope was to learn from local agencies what the problems in their areas were and what services worked well.

To facilitate the pilot phase of the study, a sample of Minnesota school districts and communities was chosen. Special efforts were initiated to collect useful data which would both describe these schools and the nature of Minnesota dropouts.

The Pilot Schools

Twenty-four (24) pairs of public secondary school buildings and CETA agencies were chosen for participation in the study. However, data from one large urban school were never received and are not, therefore, included in any of the study tabulations. This omission results in a dearth of data concerning two critical areas - urban communities and minorities. While the resultant pilot sample is diverse, **it does not represent a scientifically drawn selection and therefore may not be said to truly represent the entire state.** Data were collected for a five month period; it is essential to consider this time factor when interpreting the data.

Because of the detailed information which was being collected, the number of participants was limited to the 24 pairs (subsequently 23). Participants were selected to represent the kinds of cooperation currently existing on the local level between education and CETA agencies. The groups were chosen to represent a geographic and socioeconomic cross section of Minnesota as well as a cross section of Education/CETA cooperative efforts. Some of the schools chosen were large, some small, some were from urban, rural and suburban areas; some had excellent alternative programs and services for potential dropouts and some had no specialized services at all; some had joint programs with local CETA agencies and some did not.

The pilot study schools could be categorized

as urban, suburban and non-metropolitan as noted in Figure 15.

Data in this figure would suggest that, proportionately, more students drop out of urban schools (5.2 percent) than from suburban (2.5 percent) or non-metropolitan (1.3 percent) schools. The minority population of all schools is about 4.7 percent of total enrollment but these students account for about 10.5 percent of all dropouts.

If the pilot schools were arranged according to size, irrespective of geographic location, data would be as in Figure 16.

Data in this figure suggest that the greatest number of dropouts are from the larger schools but that the percent dropouts represent of the total large school student enrollment is very near the study average (2.6 percent from large schools as compared with 2.4 percent for all schools). While the greatest number of minority student dropouts are from the larger schools (26), the percent of all large school dropouts who are minority is relatively small (6.0 percent) and is below the minority student dropout average for all pilot study schools (10.5 percent).

The Data Gathering Process

Dropout data were collected between November 1, 1979 and March 31, 1980. During that period, each school completed a questionnaire, concerning each youth who dropped out of school. Most schools also referred the dropouts to appropriate CETA service agencies. The referral systems had been jointly devised by school and CETA personnel, but the systems ranged from no referral between agencies to joint operation of specialized programs for dropouts.

Figure 15

The Pilot Study Schools Summarized According to the Categories of Urban, Suburban and Non-Metropolitan Schools

		All Students			Minority Students		
Category	Number of Schools	Total High School Enrollment	Total Number of Dropouts	Percent Dropouts	Percent of Total Enrollment	Number of Dropouts	Percent of all Dropouts
Urban	3	3,128	214	5.2	11.4	36	16.8
Suburban	4	6,312	159	2.5	2.4	4	2.5
Non-Metro.	16	12,595	169	1.3	3.7	17	10.0
Total	23	23,035	542	2.4	4.7	57	10.5

The study questionnaire, developed by education and CETA representatives, was designed to enable reporting of information by CETA Prime Sponsor areas and by individual school districts. This report, however, will include only data which are generalizable to all schools participating in the study.

The following main concepts were included in the questionnaire:

1. What is the educational achievement of the dropouts? What are their grade point averages and standardized test scores? How close are they to graduation?

2. What is their level of educational ability?

3. Does their economic background or their family situation seem to be related to their dropping out?

4. What kinds of counseling services have they had, both personal and vocational? Did they have exit interviews?

5. How old are they?

In addition, information concerning the reasons for withdrawal was collected.

A total of 555 completed questionnaires were returned to the Minnesota Department of Education, reviewed for any missing data and key punched into a computer. The data were analyzed through use of the Statistical Package for the Social Science (SPSS) computer program. Because some of the missing data items could not be retrieved, numbers reported in the various tables of this section will not always add to the total of 555 questionnaires. The following sections summarize the collected data.

Figure 16

The Pilot Schools Summarized According to Categories of Enrollment

School Enrollment	Number of Schools	All Students: Total High School Enrollment	All Students: Total Number of Dropouts	All Students: Percent Dropouts	Minority Students: Percent of Total Enrollment	Minority Students: Number of Dropouts	Minority Students: Percent of all Dropouts
0-500	7	2,650	24	0.9	8.0	5	20.8
501-1,000	5	3,545	87	2.5	7.1	25	28.7
1,000+	11	16,840	431	2.6	3.7	26	6.0
Total	23	23,035	542	2.4	4.7	56	10.5

Characteristics of Pilot School Dropouts

Characteristics of dropouts from the pilot schools were determined from the questionnaire responses. The reader should compare these results, which are specific to the pilot schools, with the more general descriptions of dropouts found in Section II.

Grade, Age and Sex

A percentage comparison was made between the grade in which youth in the pilot project dropped out of school and the grade in which Minnesota statewide data show youth dropped out of public secondary school. Figure 17 shows these comparisons and indicates that, in both the pilot study schools and for the state as a whole, most dropouts leave school during the eleventh grade although a large proportion also leave during the tenth and twelfth grades.

For the pilot study schools, the age at which dropouts leave school was analyzed. Similar data are not available for the state as a whole. Figure 18 shows that the majority of the dropouts in the pilot project were 16 and 17 years old. These ages would most closely correlate with students enrolled in grades 10, 11 and 12 and thus substantiate data presented in Figure 17.

Figure 18

Age of Dropouts from the Pilot Study School

Age	Drop-outs Number	Drop-outs Percent
14	5	0.9
15	54	10.2
16	196	36.8
17	174	32.7
18	83	15.6
19	16	3.0
20	4	0.8
Totals	532	100.0

Figure 17

Percent Dropping Out of School by Grade Level During 1979-80 School Year

Grade	Pilot Study Schools Number	Pilot Study Schools Percent	Minnesota Number	Minnesota Percent
7	-0-	0.0	260	1.5
8	2	0.4	570	3.4
9	15	2.8	1,487	8.7
10	179	33.1	4,193	24.7
11	198	36.6	5,456	32.1
12	147	27.1	5,036	29.6
Total	541	100.0	17,002	100.0

Data from the pilot study schools show that more males (308 or 56.9 percent of the total) drop out of school than do females (233 or 43.1 percent of the total). For both males and females, the largest number of dropouts occur at grade 11 with grade 10 having the second largest number. These data are in Figure 19.

Comparable data by grade for the state as a whole are not available. However, summary data from one of the Minnesota Department of Education data retrieval systems suggest that 3.5 percent of male students enrolled in grades 7-12 drop out of school and that 2.6 percent of females enrolled in those grades drop out. This information is cited earlier in the description of the scope of the problem.

Racial and Ethnic Background of Students

Dropouts from the pilot study schools were predominantly white as is revealed in Figure 20. (see also Figures 15 and 16). This is a function, however, of the fact that the total enrollment of the pilot study schools was also predominantly white. (Figures 15 and 16 show that only 4.7 percent of the students in the pilot study schools were from minorities). Data from one urban school, which had a large minority population, were not available and the study data were thus skewed.

Data from the pilot study schools should be compared with data described in Section II. Information from that display suggests that 13.0 percent of American Indian students, 1.2 percent of Asians, 11.3 percent of black, 5.6 percent of Hispanic, and 2.8 percent of white students enrolled drop out of school.

Socioeconomic and Family Factors

As an indicator of family socioeconomic status of students who drop out, eligibility for a free lunch under the National Lunch Program was utilized. The study also examined the relationship between single parent families and the number of school dropouts. These data are summarized in Figure 21.

Figure 19

Number and Percent of Dropouts by Grade and Sex

	Pilot Study			
Grade	Number Male	Percent Male	Number Female	Percent Female
7	0	0.0	0	0.0
8	1	0.3	1	0.4
9	10	3.3	5	2.2
10	96	31.2	83	35.6
11	111	36.0	87	37.3
12	90	29.2	57	24.5
Total	308	100.0	233	100.0

Figure 20

Racial and Ethnic Composition of Students Who Dropped Out of Pilot Study Schools

Race/Ethnicity	Total Number	Percent of Total
American Indian	41	7.6
Asian	1	0.2
Black	6	1.1
Hispanic	8	1.5
White	485	88.6
	541	100.0

Data from Figure 21 suggest that more than one-third (34.5) percent of students who dropped out from the pilot study schools were from single parent families and that slightly over one-fourth of the dropouts (26.9 percent) were determined to be eligible for a free lunch.

Student Ability and School Achievement

Intellectual and educational ability of students who dropped out of pilot study schools was measured by means of Intelligence Quotient (IQ) and through performance on reading and mathematics testing programs. These data are shown in Figures 22 and 23.

Intelligence scores were reported for only 281 of the students who dropped out of the pilot study schools. Recognizing the limitations of these data, the intelligence quotients (IQ) of these dropouts appear to be similar to the average IQ of 100 for the general population. It may be significant to

Figure 22

Intelligence Quotient (IQ) of Dropouts from Pilot Study Schools

IQ of Dropout	Number	Percent
Lower than 76	11	3.9
76-90	76	27.0
91-110	164	58.4
111-125	24	8.5
Over 125	6	2.1
	281	99.9

Figure 21

Pilot Study Dropouts According to Family Status and Eligibility for a Free School Lunch

Family Status	Eligible for a Free Lunch	Not Eligible for a Free Lunch	Free Lunch Eligibility Information Not Available	Total	Percent of Total
Single Parent	67	82	32	181	34.5
Two Parents	74	228	42	344	65.5
Totals	141	310	74	525	100.0
Percent	26.9	59.0	14.1		

note that 10.6 percent of the recorded dropouts had IQ scores exceeding 110. This is a group of students which often tends to be overlooked when considering the dropout problem. Drawing tentative conclusions from IQ scores, it is important to note that experts disagree about the usefulness of IQs in predicting the ability to succeed. Still another question exists: Do IQ tests accurately measure IQ's for a widely divergent population? In short, it is not clear that IQ data are helpful in understanding the needs of dropouts.

Data in Figure 23 suggest that about three-fourths of the dropouts from the pilot study schools rank below the median (between second and third quartile) in reading and mathematics ability. The figure also reveals that nearly 75 percent (44.6 percent in lowest quartile and 29.7 percent on second lowest quartile) of the dropouts rank below the middle on composite test scores.

Performance of dropouts in school, as measured by grade point averages, tends to compare closely with performance on test scores. Figure 24 reproduces the composite test scores by quartile (as contained in Figure 23) and relates them to student grade point averages as also expressed in quartiles. Only 133 responses were available and are contained in this tabulation.

This tabulation shows that three-fourths (75.9 percent) of the dropouts had grade point averages in the lowest quartile and only 6 percent in the highest quartile. The strongest correlations are for the lowest quartile test score with the lowest quartile grade point average (43 cases) and the second lowest quartile test score with the lowest quartile grade point average (47 cases). Only a few dropouts scored well on tests and also had high grade point averages.

Absenteeism and Behavior Factors in School

Students who dropped out of school tended to have a history of absenteeism. Data in Figure 25 show that of 490 students reported, 406 (82.8 percent) were absent 15 or more times during the school year. How-

Figure 23

Standardized Achievement Test Scores for Dropouts from the Pilot Study Schools

Subject	Students in Lowest Quartile		Students in Second Quartile		Students in Third Quartile		Students in Highest Quartile	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Reading	117	43.1	57	31.6	33	16.2	23	9.1
Mathematics	179	45.0	116	29.1	60	15.1	43	10.8
Composite	111	44.6	74	29.7	42	16.9	22	8.8

ever, as is also shown in the figure, this absenteeism appeared not to correlate with the students record of discipline problems. Dropouts were ranked on a five point scale as to severity of problems while the student was in school. Of the 490 reported students, 153 (31.2 percent) were perceived to exhibit no behavior problem (scoring a one

Figure 24

Composite Test Scores and Grade Point Averages for Dropouts from the Pilot Study Schools

Composite Test Scores by Quartile	Grade Point Average by Quartile: Lowest Quartile	Second Quartile	Third Quartile	Highest Quartile	Total	Percent
Lowest Quartile	43	8	0	2	53	39.8
Second Quartile	47	9	3	4	63	47.4
Third Quartile	11	1	2	1	15	11.3
Hightest Quartile	0	0	1	1	2	1.5
Total	101	18	6	8	133	100.0
Percent	75.9	13.5	4.5	6.0		

Figure 25

Absenteeism and Discipline Problems Among Dropouts In The Pilot School Study

Number of Days Absent	Range of Problem Behavior: No Problem 1	2	3	4	Servere Problems 5	Total	Percent of Total
5 or Fewer	8	0	2	1	5	16	3.3
6 to 10	8	6	8	4	4	30	6.1
11 to 15	13	7	9	4	5	38	7.8
Over 15	124	96	101	46	39	406	82.8
Total	153	109	120	55	53	490	100.0
Percent of Total	31.2	22.2	24.5	11.2	10.8	100.0	

on the scale) and only 53 (10.8 percent) of the dropouts were considered to demonstrate severe discipline problems (scoring five on the scale).

Reasons Given for Dropping Out

Reasons cited as to why youth dropped out were also collected as part of the study. Data included both the reason(s) perceived by school authorities and student reason(s) as reported by the school. These responses are summarized in Figure 26.

School officials regarded lack of interest, personality and adjustment, educational problems and family problems as the four major factors in dropping out. The youth regarded disinterest in school as the prime factor. In addition, educational problems, family problems, school not meeting needs, job, personality and adjustment were frequently reported.

Counseling Services

Figure 27 and 28 contain data reported by school officials on the sources of general counseling/advising services and career counseling/advising services provided to dropouts. Each of these figures indicates that the schools perceived that counseling

Figure 26

Reasons Cited for Dropping Out

Reasons Cited	Number of Times Reason(s) Reported: School Officials	Students
Educational Problems	100	47
Health Problems	13	8
Economic Problems	37	14
Personality and Adjustment	113	35
Marriage	13	12
School/District Staff	17	12
Job	15	38
Adjudicated	9	2
School Not Meeting Needs	37	39
Family Problems	110	44
Disinterested	235	185
Alcohol and Drug Abuse	52	17
Pregnancy	4	3
Military Service	12	14
Other Reason	79	42
No Reason Reported	0	75
Total	407	399

Figure 27

General Counseling/Advising Services For Dropouts by Sex From the Pilot Study Schools

General Counseling/Advising Provided by	Males	Females	Total
School Counselor	265	185	450
School Administrator	160	106	266
Teacher	113	104	217
Clergy	2	1	3
Other Counseling	54	47	101
No Counseling	11	9	20
Total	605	452	1,057*

* Total services exceeded number of students because some received services from more than one source.

Figure 28

Career Counseling Advising Services For Dropouts by Sex From Pilot Study Schools

Career Counseling/Advising Provided by	Males	Females	Total
School Counselor	175	121	296
School Administrator	42	21	63
Teacher	82	86	168
Clergy	0	2	2
Other Counseling	20	19	39
No Counseling	58	34	92
Total	377	283	660*

* Total services exceeded number of students because some received services from more than one source.

Summary of Pilot Study School Data

was being provided to dropout youth. The single provider of such services most often reported was a school counselor, although school administrators and teachers were frequently reported.

The data do not, however, indicate when these services were provided, what the quality was or the nature of the services. In addition, the number of youth receiving counseling services from community agencies may have been unknown to the school.

Summary of Pilot Study School Data

Only 23 (of the original 24) schools represented by 555 dropouts are included in this study report. The method utilized to select the study schools provided for broad representation but, because the sample was not scientifically drawn, may not be used to generalize to the state population. Nevertheless, data in the study are instructive.

A summary review of the public school dropout data suggests:

- Numbers of dropouts are consistent with statewide data. Dropouts comprised about 2.4 percent of the total enrollment in the pilot study schools. This rate is not surprising for the five month period of the study because statewide data for the full 1979-80 school year reflect a 4.28 percent dropout rate.

- The minority dropout rate is about 10.4 percent. More useful figures are available from statewide information sources in Section II of this report because the number of each minority group in the pilot study was so small.

- Eleventh grade students dropped out at a higher rate than other grades. The same conclusion was reached when examining statewide data.

- Perhaps about one-fourth of the dropouts are from economically disadvantaged families.

- About one-third of the dropouts in the study were from single parent families.

  About one-fourth of the dropouts were determined eligible for a free school lunch through the National School Lunch Program.

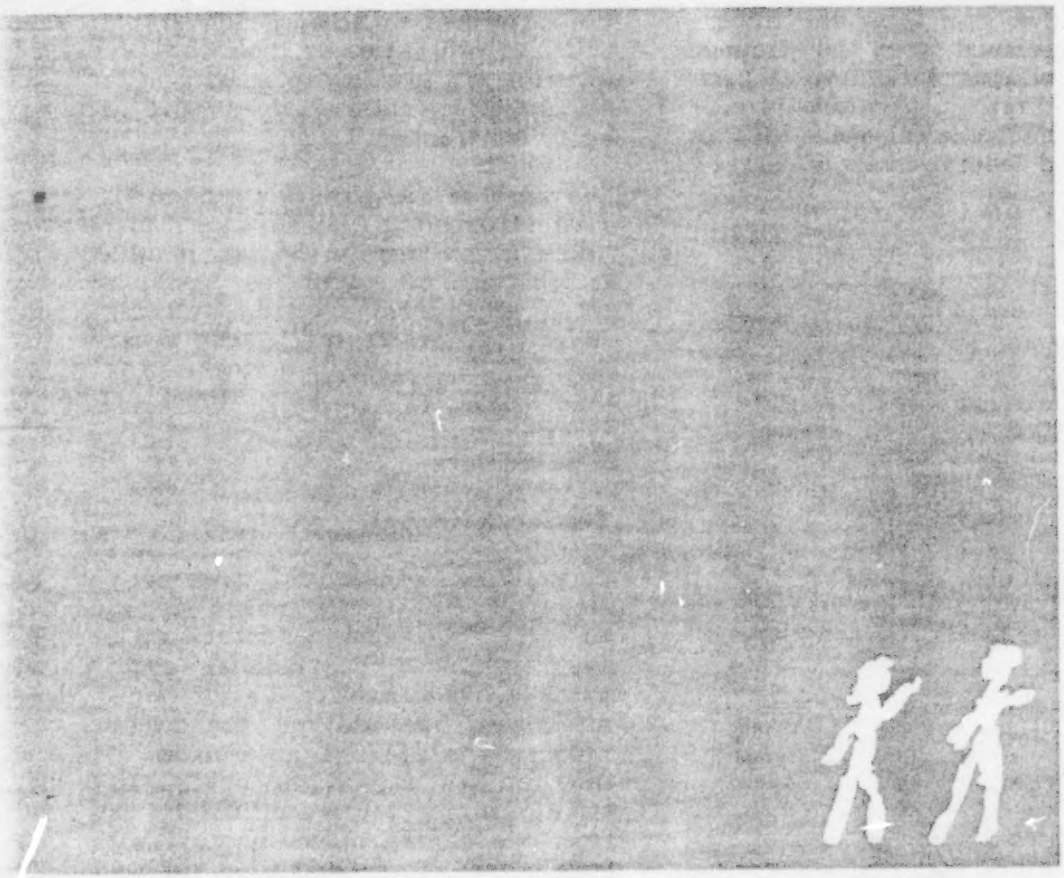
- Dropouts frequently have difficulty with reading and mathematics. They score poorly on achievement tests. However, when compared to the total population, they appear to be about average in educational ability as measured by IQ tests.

- Dropouts, though frequently absent, tend not to represent major behavior problems. School authorities reported that individual dropouts were not considered major discipline problems. However, over four-fifths of the youth were absent more than 15 times during the school term in which they dropped out; for many, these absences occurred during the fall months prior to dropping out midterm.

- Reasons given for dropping out often include lack of interest, personality/adjustment difficulties and educational problems. Both school officials and youth reported disinterest most frequently. Educators reported educational and personality/adjustment problems more frequently than the youth.

- Counseling services were provided to most dropouts. Both general counseling and career counseling services were provided primarily by school counselors, school administrators and teachers.

Secondary School DROP OUTS



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Recommendations

Background Information

Based upon information gathered in the research stages of this project, information gleaned from the pilot study and experiences of the steering committee and program operators, a series of recommendations has been developed to help concerned policy makers and agencies gain from the experience of others involved with the dropout problem. These recommendations have been categorized in the areas of programs, funding, cooperation and technical assistance at the local, state and federal levels as deemed appropriate.

The Problem

The number of secondary school dropouts is increasing. Contrary to the thinking of many persons, the largest numbers of Minnesota dropouts are from white families which are described as economically stable. However, in proportion to their total representation, a greater percentage of the economically disadvantaged and minority youth leave school early.

The needs of these youth are diverse. Dropouts frequently experience difficulties which cause them to become involved with various agencies such as family service, public employment systems, welfare, juvenile justice, adolescent parent services, or chemical dependency services. Any single system that tries to help dropouts finds it difficult to provide appropriate broad-based programs.

Teamwork Needed

Cooperation is essential to effectively and efficiently meet the needs of secondary school dropouts. Education, employment/training, the judicial and welfare systems, the private sector and community-based organizations can combine their resources to address the problem. Together they can meet the diverse needs. In cooperative planning, it is critical to use funds from one source in combination with those from other sources and to share responsibility for success or failure. Caring, skilled personnel who work with both youth and the various social service agencies which serve them are important if an individual is to be helped by several separate systems. Privacy of participants must be respected while essential information must be shared among agencies.

Diverse Programming Needed

Programs for dropouts must meet the diverse education/training, employment and personal needs. It is essential that youth view the specialized programs as true alternatives. Experiential learning on the job or in the community, and other real alternatives to secondary school are important in order to interest dropouts. Support services are needed to increase the opportunity for each youth to succeed.

Diverse Funding Needed

Funding is vital to provide programs. Start-up funds are often needed even when recurring funding through several systems is available to maintain a specialized program. Financial assistance for personal expenses of economically disadvantaged youth in the program is another critical need.

Who are the Recommendations For?

Suggestions are for policymakers at the community, state and federal levels. Representatives of local education, employment/training, social service agencies and employers may wish to note particularly the RECOMMENDATIONS FOR LOCAL SYSTEMS. Legislators and representatives of state organizations, boards, agencies and advisory bodies should consider the RECOMMENDATIONS FOR STATE SYSTEMS. RECOMMENDATIONS FOR FEDERAL SYSTEMS are aimed at Congress and federal agencies.

Programs

Recognition of the problems of early school leavers and components of successful programs is necessary in developing programs that meet the needs of dropouts.

Important components include a caring, skilled staff; individualized learning experiences in basic skills and employment preparation; a range of support services; and, in some cases, opportunities for a paid work experience. Because the needs of dropouts are diverse, a multiple agency/system approach is needed to meet these needs effectively.

Local

Incorporate individual assessment as an ongoing component to discover personal learning styles and needs.

Evaluate individual progress to assure achievement toward entry and success in employment and/or transition into a post-secondary program.

Provide true alternatives to secondary school. Employment, simulated work experience and community-based activities can be used as learning experiences.

Develop both basic learning skills and employability competencies by providing a variety of experiences and services.

Provide individualized attention to serve personal learning styles and needs.

Provide remedial assistance and support services including counseling and guidance from a variety of agencies as early as possible to prevent getting behind in school and potentially dropping out; this could be as early as kindergarten and early elementary years.

Concentrate on improving self confidence and self esteem of dropouts and potential dropouts. Individual strengths should be identified and developed rather than emphasizing failures and weaknesses.

Focus upon preparation for success in the community as the goal of specialized programs for dropouts. Completion of

secondary school should not be the primary goal.

Recognize survival skills development and support services as critical elements of programs for dropouts. Examples are assistance in personal adjustment, employability and course selection, and help with resolving difficulties in the areas of transportation, child care, finances, and health, which could prevent success.

Award credit toward high school graduation for the various specialized program components.

State

Recognize the growing dropout problem and the difficulties involved in meeting the diverse needs of dropouts.

Support interagency efforts at both the local and state levels to find effective solutions to the dropout problem.

Identify and work toward changing attitudes, practices and interpretation of regulations which serve as barriers to effectively meeting the needs of dropouts.

Prepare a plan which suggests one or more approaches to providing broad-based specialized programs for dropouts throughout Minnesota.

Funding

Availability of adequate funding is critical when planning or initiating specialized programs. Start-up funds are often difficult to get because most recurring funding sources are based upon numbers of participants served or on programs in operation. However, sometimes space, equipment and supplies must be acquired, training provided, and other one-time costs must be dealt with before a program can begin. Various methods of funding programs for dropouts have been described in this report which could possibly be adapted for use at the state or local level.

Combining funds and services from a variety of systems can be complicated. Time and expertise are required to understand the policies related to their use and the parameters for blending specific funds. Local programs cited in this report are examples of how funds from many local, state and federal private and public sources have been blended to finance programs. The necessary support services are expensive; consequently, it is logical to use the services of existing community social service systems. If these combined services are to be effective for individual youth, competent, caring personnel to find and coordinate these services are essential.

Dropouts who want to enter a program frequently need money to meet personal or family living expenses. They need jobs, stipends or other income to make participation in a program possible. Most of the programs cited in this report provided for employment as an integral part of the program, allowing participants to earn some money while they acquire valuable work experience.

Local

Build a program for dropouts with a combination of funds from several systems. Be prepared to seek special grants for start-up funds to supplement recurring funds.

Combine appropriate funding sources to prevent duplication of program components. Observe funding source policies while serving all individuals who need a particular program component.

Provide paid employment opportunities for youth as an integral part of the program. Include private sector employers in the community and the employment/training system as job sources.

Inform and counsel dropouts about specific sources of stipends, grants, scholarships, and part-time job opportunities that are available to eligible individuals.

Offer dropouts an alternate time to attend school by scheduling late afternoon or evening classes to complement their work and family schedules.

Provide dropouts an opportunity to return to school on a part-time basis. Be prepared to seek part-time state foundation aid for these students.

State

Establish state policy that allows general and categorical secondary education aids to be used for youth over 21 who have returned to a specialized program for dropouts or to any secondary school.

Consider legislation which would provide "seed money" for start-up costs to initiate broad-based interagency programs for dropouts.

Minimize the restrictions on blending appropriate funds so that the use of combined funding sources will continue to be feasible and may become easier.

Coordinate reporting requirements among various state programs to avoid duplications of recordkeeping in local interagency programs; coordinate with federal program reporting whenever possible.

Examine the impact of declining student population aid on school districts with high dropout rates; compensate for the unintentional negative incentive this aid provides to efforts to retain potential dropouts and to the development of specialized programs.

Federal

Make federal policies flexible enough to allow local systems to serve those who need services most.

Modify federal regulations which serve as barriers to interagency cooperation so that programs and funds can be combined.

Coordinate reporting among federal social service programs to minimize duplication of recordkeeping in local interagency programs.

Include secondary school dropouts in population eligible for employment/training programs.

Cooperation

Because several systems are providing services to the same individuals, the potential is great for duplication, overlap, fragmentation and voids. The differing policies and practices for each of the systems sometimes lead to conflicting requirements and/or options for the individual. It has been difficult for schools alone to meet the specialized needs of certain secondary school students. The employment and training system has some youth service responsibilities which are similar to, and sometime overlap, with those of the education system. In addition, the criminal justice system, the welfare system, community-based organizations and other groups are charged with providing certain education-related services, often for the same individuals. Cooperation among the systems can bring together the varied expertise and specialized focuses of each system, resulting in improved, broader-based services for youth.

Data privacy laws are sometimes considered a barrier to cooperation. Minnesota has strong legislation restricting the sharing of information about individuals without their informed consent. One challenge continues to be the development of effective, legal methods for sharing relevant information about common clients and for referring dropouts to other agencies, within the constraints of the data privacy legislation.

Local

Approach programming for dropouts as an interagency responsibility. Include the education, employment/training, judicial and welfare systems, other interested community agencies and the private sector.

Cooperate among several communities when necessary for cost effectiveness. Utilize special education cooperatives, vocational education cooperatives, educational cooperative service units, counties or other groups.

Assign someone representing each system to plan with the counterpart systems. This responsibility could be assigned to a person who is knowledgeable and concerned about locating and serving dropouts. Several agencies could share staff for this purpose.

Locate dropouts and identify their needs. Ask youth-serving community groups for assistance.

Establish mechanisms to share essential information about common clients among cooperating systems. Publish school district directory information about each student, establish a joint powers agreement or use other legal methods to share relevant information with other appropriate service systems.

Reduce duplication of effort and increase the effectiveness of combined services through the "youth services coordinator" concept. A caring, skilled adult "advocates" for both individual

youth and the various social or legal agencies which serve them. This service is essential for youth with a variety of problems who want to learn how to manage their own lives.

Plan a program for those identified as potential participants. Include employment/training agency representatives and others who serve dropouts in the school system's Planning, Evaluating and Reporting (PER) process; likewise, include educators in the planning process for the employment/training system.

Jointly analyze and evaluate existing programs in communities with ongoing specialized programs for dropouts and plan for improvement as needed.

Jointly plan for program delivery in communities without programs. First, utilize existing resources from the cooperating systems; then locate other necessary resources to provide a broad-based program which meets the comprehensive needs of dropouts.

State

Create a climate in which both state and local interagency cooperation is rewarded.

Develop cooperation among the state education, employment and training, criminal justice and welfare systems to provide services which promote and assist local interagency programs for dropouts.

Jointly identify key roles for each state system providing services to planners and providers of local cosponsored programs.

Prepare and disseminate a directory of key personnel in various local agencies and organizations who can serve as contacts for those who wish to plan interagency programs for dropouts.

Examine future privacy bills and promote provisions which will enhance the ability of public schools and other agencies that serve youth to share relevant student and dropout information.

Technical Assistance

Local and state agencies need resources and information concerning programs for dropouts. The requests include descriptions of successful programs, identification of local program sites to visit, lists of funding sources, and help with developing interagency cooperation. Currently those who seek such technical assistance must collect information from a wide variety of general sources and then determine which information is applicable.

Local

Designate one or more persons from within each local agency interested in serving dropouts to become knowledgeable of opportunities and methods for locating and serving dropouts. Several agencies could share staff for this purpose.

Share this information and provide assistance to the key representatives of the employment/training and education systems or other youth-serving agencies interested in offering an interagency dropout program.

Additional Questions

State

Provide team-oriented assistance from the state employment/training, education, judicial and welfare systems to facilitate cooperation at both the state and local levels. Focus on appropriate roles for each system to assure that varied expertise is made available for specialized dropout programs.

Continue to collect statewide data on dropouts according to race, sex and grade level; make this information available to state and local agencies that could use it in planning programs for the dropout population.

Provide training and workshops as needed for local personnel who are planning or operating specialized programs for dropouts.

Publicize programs which prepare dropouts for economic self-sufficiency and productive adulthood.

This report has provided a sketch of the dropout problem, answered many questions, described some programs and funding strategies that have worked in Minnesota and other states to meet the needs of dropouts, and has strongly emphasized the importance of cooperation in dealing with the dropout problem. The recommendations in this report were developed to give direction to future efforts in dropout prevention and programming. One final purpose of the report is to encourage further consideration of the problem(s) of dropouts by raising some thought-provoking questions which were not directly addressed in this study.

- Should a concerted effort be made to decrease the dropout rate? If helpful to youth, what can be done to decrease the dropout rate?
- What priority should be placed on providing programs for dropouts in Minnesota? What is the cost to society for not providing them?
- How much would it cost to make programs available within commuting distance of each dropout? Could incentives help to get programs started?
- What informational services or technical assistance would be needed?
- What services are needed to increase the chances for secondary youth to succeed in self-supporting employment later? Are the needs dropouts and nondropouts different?

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Appendix A

DROPOUT RATES THROUGHOUT THE UNITED STATES

STATE	Grades K - 12 Data		Grades 7 - 12 Data	Grades 8 - 12 Data	Grades 9 - 12 Data		Grades 10 - 12 Data
	% Year Round	% Without Summer	% Year Round	% Year Round	% Year Round	% Without Summer	% Year Round
Alaska	3.2				10.3		
Arizona	3.2						
Colorado							9.8
Connecticut		1.1				3.7	
Delaware			3.9				
Florida	3.6						
Georgia	2.1			5.1			
Hawaii	.2		.6				
Idaho		2.5				7.1	
Illinois					6.2		
Indiana			5.7				
Iowa					4.5		
Kansas					6.0		
Kentucky			5.7				
Louisiana	2.1						
Maine					4.6		
Maryland			4.5				
Massachusetts	1.8						
Michigan					6.3		
Minnesota			3.9				
Mississippi	3.2				7.1		
Missouri			5.0				
Montana	.5						
Nebraska	2.0				5.0		
New Hampshire						5.9	
New Mexico					10.8		
New York					6.4		
No. Carolina					8.1		
No. Dakota					1.9		
Ohio					4.5		
Oklahoma							
Pennsylvania			2.8				
Rhode Is.			4.9				
So. Carolina	1.3				3.5		
So. Dakota					5.3		
Texas					5.6		
Utah			2.6		3.8		
Vermont						4.5	
Virginia				5.6			
Washington					7.1		
Wisconsin					5.3		
West Virginia			5.4				
Wyoming			5.5				
Mean	2.5	1.8	4.2	5.4	5.9	5.3	9.8

Appendix B

School Dropouts, by District and by Grade, 1979-80 School Year

	District	Number of Dropouts				Totals, Grades 9-12		
		Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	AITKIN COUNTY							
1	Aitkin	0	7	15	12	34	585	5.8%
2	Hill City	0	1	2	2	5	148	3.4%
4	McGregor	3	9	4	3	19	264	7.2%
	ANOKA COUNTY							
11	Anoka	19	155	156	153	483	9,393	5.1%
12	Centennial	4	14	30	19	67	877	7.6%
13	Columbia Heights	6	30	44	51	131	2,043	6.4%
14	Fridley	11	17	27	23	78	1,515	5.1%
15	St. Francis	21	19	37	27	104	1,146	7.3%
16	Spring Lake Park	10	31	38	45	124	1,432	8.7%
	BECKER COUNTY							
21	Audubon	0	4	2	2	8	131	6.1%
22	Detroit Lakes	5	14	17	44	80	1,098	7.3%
23	Frazee-Vergas	2	2	4	10	18	516	3.5%
24	Lake Park	1	1	4	0	6	183	3.3%
	BELTRAMI COUNTY							
31	Bemidji	3	32	58	31	124	1,704	7.3%
32	Blackduck	3	4	5	7	19	314	6.1%
36	Kelliher	0	2	0	0	2	93	2.2%
38	Red Lake	14	12	22	5	53	224	23.7%
	BENTON COUNTY							
47	Sauk Rapids	4	5	18	15	42	797	5.3%
51	Foley	4	8	17	11	40	678	5.9%
	BIG STONE COUNTY							
57	Beardsley	0	0	0	0	0	78	0.0%
58	Clinton	0	0	0	0	0	82	0.0%
60	Graceville	0	0	1	0	1	185	0.5%
62	Ortonville	0	1	1	9	11	360	3.1%
	BLUE EARTH COUNTY							
70	Lake Crystal	0	2	90 4	2	8	223	3.6%
72	Mapleton	0	1	2	0	3	201	1.5%
75	St. Clair	0	2	0	1	3	186	1.6%
77	Mankato	33	62	61	58	214	2,599	8.2%
78	Garden City	3	2	0	1	6	187	3.2%
79	Amboy-Good Thunder	1	1	3	0	5	133	3.8%

School Dropouts, by District and by Grade, 1979-80 School Year

	District	Number of Dropouts				Totals, Grades 9-12		
		Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	BROWN COUNTY							
81	Comfrey	0	0	1	0	1	126	0.8%
84	Sleepy Eye	2	2	2	0	6	268	2.2%
85	Springfield	0	2	2	3	7	324	2.2%
88	New Ulm	1	11	23	6	41	1,174	3.5%
	CARLTON COUNTY							
91	Barnum	1	2	3	2	8	256	3.5%
93	Carlton	0	1	1	3	5	302	1.7%
94	Cloquet	9	10	13	26	58	1,122	5.2%
95	Cromwell	1	2	1	0	4	133	3.0%
97	Moose Lake	0	2	2	6	10	280	3.6%
99	Esko	0	1	4	4	9	397	2.3%
100	Wrenshall	0	0	1	6	7	135	5.2%
	CARVER COUNTY							
108	Norwood-Young America	0	1	2	3	6	388	1.5%
110	Waconia	1	6	5	5	17	556	3.1%
111	Watertown-Mayer	0	4	9	1	14	438	3.2%
112	Chaska	4	13	26	16	59	1,123	5.3%
	CASS COUNTY							
114	Backus	0	3	2	3	8	103	7.8%
115	Cass Lake	5	6	7	5	23	245	9.4%
116	Pillager	0	0	2	2	4	153	2.6%
117	Pine River	2	6	7	10	25	345	7.2%
118	Remer	0	5	5	2	12	289	4.2%
119	Walker	0	3	5	5	13	344	3.8%
	CHIPPEWA COUNTY							
126	Clara City	0	0	0	0	0	174	0.0%
127	Maynard	0	1	2	0	3	126	2.4%
128	Milan	0	0	1	0	1	99	1.0%
129	Montevideo	1	2	4	5	12	613	2.0%
	CHISAGO COUNTY							
138	North Branch	5	7	26	12	50	781	6.4%
139	Rush City	1	8	5	8	22	314	7.0%
140	Taylors Falls	1	1	3	1	6	151	4.0%
141	Chisago Lakes	4	13	19	18	54	680	7.9%
	CLAY COUNTY							
145	Glyndon-Felton	1	1	6	2	10	296	3.4%
146	Barnesville	0	0	6	2	8	399	2.0%
147	Dilworth	2	2	1	0	5	189	2.6%
150	Hawley	0	2	3	3	8	247	3.2%
152	Moorhead	2	22	18	24	66	1,834	3.6%
914	Ulen-Hitterdal	0	5	1	0	6	133	4.5%

School Dropouts, by District and by Grade, 1979-80 School Year

	District	Number of Dropouts				Totals, Grades 9-12		
		Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	CLEARWATER COUNTY							
158	Gonvick-Trail	1	2	0	1	4	106	3.8%
161	Clearbrook	1	4	2	1	8	157	5.1%
162	Bagley	5	4	6	4	19	485	3.9%
	COOK COUNTY							
166	Cook County	0	1	1	2	4	287	1.4%
	COTTONWOOD COUNTY							
173	Mountain Lake	0	0	1	1	2	258	0.8%
175	Westbrook	0	1	1	2	4	183	2.2%
177	Windom	0	4	8	6	18	529	3.4%
178	Storden-Jeffers	0	0	0	2	2	160	1.3%
	CROW WING COUNTY							
181	Brainerd	4	19	46	30	99	2,052	4.8%
182	Crosby-Ironton	5	9	19	33	66	591	11.2%
186	Pequot Lakes	0	3	5	7	15	314	4.8%
	DAKOTA COUNTY							
6S	South St. Paul	9	28	51	62	150	1,464	10.2%
191	Burnsville	3	44	56	69	172	3,391	5.1%
192	Farmington	4	12	20	23	59	726	8.1%
194	Lakeville	1	9	15	23	48	1,104	4.3%
195	Randolph	0	0	0	0	0	185	0.0%
196	Rosemount	23	37	51	63	174	3,115	5.6%
197	West St. Paul	14	12	35	54	115	1,922	6.0%
199	Inver Grove Heights	8	39	24	45	116	1,333	8.7%
200	Hastings	5	26	27	25	83	1,850	4.5%
	DODGE COUNTY							
201	Claremount	0	1	1	0	2	107	1.9%
202	Dodge Center	2	4	2	7	15	241	6.2%
203	Hayfield	1	1	8	9	19	425	4.5%
204	Kasson-Mantorville	0	5	13	4	22	369	6.0%
205	West Concord	0	1	0	2	3	169	1.8%
	DOUGLAS COUNTY							
206	Alexandria	9	19	31	12	71	1,396	5.1%
207	Brandon	0	0	4	2	6	167	3.6%
208	Evansville	0	0	0	0	0	101	0.0%
209	Kensington	0	0	3	1	4	71	5.6%
213	Osakis	0	1	1	1	3	297	1.0%

School Dropouts, by District and by Grade, 1979-80 School Year

	District	Number of Dropouts				Totals, Grades 9-12		
		Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	FARIBAULT COUNTY							
240	Blue Earth-Frost	1	0	6	3	10	426	2.3%
217	Bricelyn	0	0	0	3	3	90	3.3%
218	Delavan	0	0	0	0	0	89	0.0%
219	Elmore	0	0	0	0	0	108	0.0%
222	Kiester-Walters	0	2	1	2	5	144	3.5%
223	Minnesota Lake	0	1	0	0	1	130	0.8%
224	Wells	0	1	5	2	8	356	2.2%
225	Winnebago	0	0	0	4	4	163	2.5%
	FILLMORE COUNTY							
228	Harmony	0	0	2	0	2	198	1.0%
229	Lanesboro	1	0	3	1	5	135	3.7%
232	Peterson	0	0	0	0	0	66	0.0%
233	Preston	0	0	4	1	5	209	2.4%
234	Rushford	1	2	3	1	7	202	3.5%
236	Wykoff	0	1	1	3	5	144	3.5%
237	Spring Valley	2	5	4	2	13	321	4.0%
238	Mabel-Canton	2	3	0	2	7	229	3.1%
	FREEBORN COUNTY							
241	Albert Lea	3	14	35	22	74	1,982	3.7%
242	Alden	2	1	3	0	6	173	3.5%
243	Emmons	0	0	1	0	1	84	1.2%
244	Freeborn	0	1	1	0	2	94	2.1%
245	Glenville	0	1	3	2	6	206	2.9%
	GOODHUE COUNTY							
252	Cannon Falls	0	7	6	2	15	531	2.8%
253	Goodhue	1	1	2	0	4	288	1.4%
254	Kenyon	0	0	3	3	6	275	2.2%
255	Pine Island	4	3	6	3	16	388	4.1%
256	Red Wing	3	21	27	24	75	1,203	6.2%
258	Wanamingo	0	1	0	0	1	148	0.7%
260	Zumbrota	1	1	0	3	5	259	1.9%
	GRANT COUNTY							
261	Ashby	0	0	0	0	0	104	0.0%
262	Barrett	0	0	0	0	0	56	0.0%
263	Elbow Lake	0	2	2	3	7	226	3.1%
264	Herman	0	1	0	0	1	132	0.8%
265	Hoffman	0	0	1	4	5	106	4.7%

School Dropouts, by District and by Grade, 1979-80 School Year

		Number of Dropouts				Totals, Grades 9-12		
	District	Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	HENNEPIN COUNTY							
1S	Minneapolis	475	809	958	544	2,786	13,213	21.1%
271	Bloomington	27	87	150	118	382	6,500	5.9%
272	Eden Prairie	4	11	13	15	43	970	4.4%
273	Edina	1	14	26	16	57	3,136	1.8%
274	Hopkins	5	30	31	44	110	2,817	3.9%
275	Golden Valley	0	0	3	4	7	416	1.7%
276	Minnetonka	8	15	23	41	87	2,458	3.5%
277	Westonka	6	15	29	16	66	1,242	5.3%
278	Orono	4	11	14	11	40	870	4.6%
279	Osseo	21	94	114	115	344	4,616	7.5%
280	Richfield	18	47	41	41	147	2,404	6.1%
281	Robbinsdale	30	89	114	110	343	7,240	4.7%
282	St. Anthony Village	0	2	6	8	16	614	2.6%
283	St. Louis Park	2	53	61	65	181	2,269	8.0%
284	Wayzata	12	31	55	66	164	2,284	7.2%
286	Brooklyn Center	5	9	7	9	30	560	5.4%
	HOUSTON COUNTY							
294	Houston	2	3	3	4	12	219	5.5%
297	Spring Grove	1	1	1	1	4	154	2.6%
299	Caledonia	2	7	5	3	17	476	3.6%
300	LaCrescent	0	6	8	11	25	540	4.6%
	HUBBARD COUNTY							
301	Akeley	1	0	0	1	2	105	1.9%
306	Laporte	0	1	3	1	5	110	4.5%
308	Nevis	0	2	0	1	3	125	2.4%
309	Park Rapids	6	7	13	15	41	799	5.1%
	ISANTI COUNTY							
314	Braham	1	9	12	9	31	397	7.8%
911	Cambridge	7	8	21	38	74	1,233	6.0%
	ITASCA COUNTY							
316	Coleraine	9	10	13	5	37	639	5.8%
317	Deer River	4	8	9	4	25	397	6.3%
318	Grand Rapids	6	34	33	36	109	1,764	6.2%
319	Nashwauk-Keewatin	2	5	0	6	13	381	3.4%
	JACKSON COUNTY							
324	Jackson	2	1	0	2	5	412	1.2%
325	Lakefield	0	0	2	0	2	209	1.0%
328	Sioux Valley	0	0	1	0	1	69	1.4%
330	Heron Lake-Okabena	0	0	1	0	1	176	0.6%

School Dropouts, by District and by Grade, 1979-80 School Year

		Number of Dropouts				Totals, Grades 9-12		
	District	Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	KANABEC COUNTY							
332	Mora	7	10	13	20	50	586	8.5%
333	Ogilvie	1	6	4	4	15	198	7.6%
	KANDIYOHI COUNTY							
341	Atwater	0	3	1	1	5	226	2.2%
345	New London-Spicer	0	1	8	12	21	398	5.3%
346	Raymond	1	1	0	2	4	131	3.1%
347	Willmar	3	12	25	10	50	1,261	4.0%
815	Prinsburg	0	0	0	0	0	3	0.0%
	KITTSON COUNTY							
351	Hallock	0	0	0	0	0	156	0.0%
352	Humboldt	0	1	0	0	1	30	3.3%
353	Karlstad	0	1	0	0	1	130	0.8%
354	Kennedy	0	0	0	0	0	66	0.0%
356	Lancaster	0	0	0	1	1	77	1.3%
	KOOCHICHING COUNTY							
361	International Falls	11	16	16	10	53	1,009	5.3%
362	Littlefork-Big Falls	3	2	3	3	11	197	5.6%
363	South Koochiching	1	1	1	1	4	149	2.7%
	LAC QUI PARLE COUNTY							
371	Bellingham	1	0	0	0	1	105	1.0%
376	Marietta-Nassau	0	1	0	0	1	55	1.8%
377	Madison	0	0	2	1	3	276	1.1%
378	Dawson	0	1	2	1	4	267	1.5%
	LAKE COUNTY							
381	Lake Superior	2	5	8	0	15	1,197	1.3%
	LAKE OF THE WOODS COUNTY							
390	Lake of the Woods	2	7	7	3	19	311	6.1%
	LE SUEUR COUNTY							
391	Cleveland	0	1	0	2	3	156	1.9%
392	LeCenter	0	2	0	1	3	301	1.0%
393	LeSueur	0	0	0	1	1	491	0.2%
394	Montgomery	4	2	9	1	16	467	3.4%
395	Waterville-Elysian	0	1	4	1	6	285	2.1%
	LINCOLN COUNTY							
402	Hendricks	0	1	0	3	4	141	2.8%
403	Ivanhoe	0	0	0	1	1	154	0.6%
404	Lake Benton	0	0	0	0	0	150	0.0%
408	Verdi	0	0	1	1	2	52	3.8%
409	Tyler	0	3	0	0	3	192	1.6%

School Dropouts, by District and by Grade, 1979-80 School Year

	District	Number of Dropouts				Totals, Grades 9-12		
		Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	LYON COUNTY							
411	Balaton	0	0	0	0	0	114	0.0%
412	Cottonwood	0	0	1	1	2	158	1.3%
413	Marshall	1	11	7	8	27	943	2.9%
414	Minneota	1	0	4	3	8	247	3.2%
415	Lynd	0	0	0	2	2	60	3.3%
417	Tracy	2	3	4	1	10	420	2.4%
418	Russell	0	0	1	2	3	88	3.4%
	McLEOD COUNTY							
421	Brownton	1	1	2	1	5	122	4.1%
422	Glencoe	0	6	8	5	19	602	3.2%
423	Hutchinson	0	1	8	5	14	906	1.5%
424	Lester Prairie	0	1	2	5	8	160	5.0%
425	Silver Lake	1	0	0	3	4	165	2.4%
426	Stewart	0	0	0	0	0	111	0.0%
	MAHNOMEN COUNTY							
432	Mahnomen	4	2	1	1	8	336	2.4%
435	Waubun	0	2	1	3	6	245	2.4%
	MARSHALL COUNTY							
436	Alvarado	0	0	0	0	0	69	0.0%
437	Argyle	0	1	0	1	2	125	1.6%
440	Middle River	1	1	1	1	4	92	4.3%
441	Newfolden	1	0	4	1	6	175	3.4%
442	Oslo	0	0	1	0	1	150	0.7%
443	Stephen	1	0	2	1	4	164	2.4%
444	Strandquist	0	0	0	0	0	35	0.0%
446	Warren	0	1	2	1	4	297	1.3%
447	Grygla	0	2	1	1	4	123	3.3%
	MARTIN COUNTY							
451	Ceylon	0	1	1	0	2	99	2.0%
453	East Chain	0	0	0	0	0	86	0.0%
454	Fairmont	16	15	13	3	47	836	5.6%
456	Sherburn	0	0	2	4	6	199	3.0%
457	Tri-Mont	0	0	0	0	0	97	0.0%
458	Truman	0	1	0	2	3	230	1.3%
459	Welcome	0	1	0	0	1	123	0.8%
460	Granada-Huntley	1	0	3	0	4	141	2.8%
	MEEKER COUNTY							
461	Cosmos	0	1	0	1	2	134	1.5%
463	Eden Valley-Watkins	0	7	7	5	19	404	4.7%
464	Grove City	0	2	3	0	5	123	4.1%
465	Litchfield	2	12	13	24	51	730	7.0%
466	Dassel-Cokato	2	7	14	15	38	580	6.6%

School Dropouts, by District and by Grade, 1979-80 School Year

		Number of Dropouts				Totals, Grades 9-12		
	District	Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	MILLE LACS COUNTY							
473	Isle	0	2	2	3	7	194	3.6%
477	Princeton	4	25	22	17	68	918	7.4%
480	Onamia	3	6	6	3	18	366	4.9%
912	Milaca	3	9	15	19	46	717	6.4%
	MORRISON COUNTY							
482	Little Falls	5	18	18	25	66	1,321	5.0%
483	Motley	0	3	0	2	5	173	2.9%
484	Pierz	4	4	2	4	14	508	2.8%
485	Royalton	1	2	4	8	15	248	6.0%
486	Swanville	0	0	2	5	7	154	4.5%
487	Upsala	0	3	3	1	7	182	3.8%
	MOWER COUNTY							
492	Austin	10	24	55	34	123	1,822	6.8%
495	Grand Meadow	0	0	1	0	1	151	0.7%
497	Lyle	0	1	0	0	1	103	1.0%
499	LeRoy-Ostrander	0	1	2	0	3	177	1.7%
500	Southland	1	1	7	4	13	331	3.9%
	MURRAY COUNTY							
504	Slayton	0	0	3	4	7	358	2.0%
505	Fulda	0	0	1	1	2	303	0.7%
918	Chandler-Lake Wilson	0	0	0	2	2	139	1.4%
	NICOLLET COUNTY							
507	Nicollet	1	0	2	1	4	160	2.5%
508	St. Peter	4	9	17	15	45	771	5.8%
	NOBLES COUNTY							
511	Adrian	0	3	0	1	4	299	1.3%
513	Brewster	0	0	0	0	0	111	0.0%
514	Ellsworth	0	0	0	0	0	109	0.0%
516	Round Lake	1	1	1	0	3	83	3.6%
518	Worthington	2	9	7	23	41	1,007	4.1%
	NORMAN COUNTY							
521	Ada	0	0	3	0	3	218	1.4%
522	Borup	0	0	0	0	0	74	0.0%
523	Gary	0	1	1	1	3	85	3.5%
524	Halstad	0	0	0	0	0	101	0.0%
525	Hendrum	0	1	0	0	1	66	1.5%
526	Twin Valley	0	2	1	0	3	130	2.3%

School Dropouts, by District and by Grade, 1979-80 School Year

	District	Number of Dropouts				Totals, Grades 9-12		
		Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	OLMSTED COUNTY							
227	Chatfield	2	2	0	0	4	344	1.2%
531	Byron	0	3	7	8	18	408	4.4%
533	Dover-Eyota	0	1	1	1	3	272	1.1%
534	Stewartville	2	7	5	7	21	579	3.6%
535	Rochester	13	65	70	78	226	4,678	4.8%
	OTTER TAIL COUNTY							
542	Battle Lake	0	0	0	1	1	257	0.4%
543	Deer Creek	0	0	1	1	2	94	2.1%
544	Fergus Falls	4	4	7	13	28	1,262	2.2%
545	Henning	1	2	4	5	12	223	5.4%
547	Parkers Prairie	0	0	1	2	3	224	1.3%
548	Pelican Rapids	1	9	5	5	20	463	4.3%
549	Perham	1	2	4	3	10	538	1.9%
550	Underwood	0	3	2	1	6	163	3.7%
553	New York Mills	0	1	1	3	5	280	1.8%
	PENNINGTON COUNTY							
561	Goodridge	0	0	1	0	1	99	1.0%
564	Thief River Falls	7	10	12	14	43	996	4.3%
	PINE COUNTY							
566	Askov	2	0	3	3	8	146	5.5%
570	Finlayson	0	1	0	1	2	81	2.5%
573	Hinckley	7	6	10	12	35	283	12.4%
576	Sandstone	0	0	1	3	4	253	1.6%
577	Willow River	2	3	1	4	10	175	5.7%
578	Pine City	4	16	13	7	40	528	7.6%
	PIPESTONE COUNTY							
581	Edgerton	0	0	0	0	0	101	0.0%
582	Jasper	1	0	0	0	1	167	0.6%
583	Pipestone	0	5	2	4	11	556	2.0%
584	Ruthton	1	1	2	0	4	100	4.0%
	POLK COUNTY							
592	Climax	0	0	0	0	0	73	0.0%
593	Crookston	3	19	6	25	53	750	7.1%
595	East Grand Forks	5	18	15	7	45	725	6.2%
597	Erskine	0	2	0	1	3	87	3.4%
599	Fertile-Beltrami	0	0	2	3	5	242	2.1%
600	Fisher	0	0	0	1	1	91	1.1%
601	Fosston	0	4	5	2	11	332	3.3%
603	McIntosh	1	2	1	1	5	158	3.2%
604	Mentor	0	1	0	0	1	78	1.3%

School Dropouts, by District and by Grade, 1979-80 School Year

		Number of Dropouts				Totals, Grades 9-12		
	District	Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	POPE COUNTY							
611	Cyrus	0	0	0	0	0	63	0.0%
612	Glenwood	2	4	5	4	15	433	3.5%
614	Starbuck	2	0	3	2	7	168	4.2%
615	Villard	0	1	2	1	4	95	4.2%
	RAMSEY COUNTY							
621	Mounds View	23	49	70	69	211	4,615	4.6%
622	North St. Paul-Maplewood	10	39	32	41	122	3,328	3.7%
623	Roseville	8	23	48	44	123	3,666	3.4%
624	White Bear Lake	9	48	77	111	245	3,276	7.5%
625	St. Paul	106	361	526	605	1,598	12,030	13.3%
	RED LAKE COUNTY							
627	Oklee	0	3	5	3	11	145	7.6%
628	Plummer	0	1	0	1	2	101	2.0%
630	Red Lake Falls	1	2	1	2	6	280	2.1%
	REDWOOD COUNTY							
631	Belview	0	0	1	0	1	78	1.3%
633	Lamberton	0	0	0	0	0	159	0.0%
635	Milroy	0	0	0	0	0	82	0.0%
636	Morgan	0	0	1	1	2	140	1.4%
637	Redwood Falls	2	3	3	1	9	491	1.8%
638	Sanborn	0	1	0	2	3	112	2.7%
640	Wabasso	0	0	1	3	4	343	1.2%
641	Walnut Grove	0	0	0	0	0	112	0 0%
	RENVILLE COUNTY							
646	Bird Island	0	2	0	2	4	205	2.0%
647	Buffalo Lake	0	0	1	0	1	127	0.8%
648	Danube	1	0	1	1	3	145	2.1%
649	Fairfax	0	0	1	1	2	184	1.1%
650	Franklin	0	0	0	0	0	74	0.0%
651	Hector	0	0	1	0	1	184	0.5%
652	Morton	0	1	3	0	4	107	3.7%
653	Olivia	0	0	5	3	8	312	2.6%
654	Renville	0	0	0	0	0	165	0.0%
655	Sacred Heart	0	0	1	0	1	123	0.8%
	RICE COUNTY							
656	Faribault	9	25	33	14	81	1,486	5.5%
657	Morristown	0	0	1	1	2	130	1.5%
659	Northfield	2	14	19	17	52	1,098	4.7%
	ROCK COUNTY							
669	Magnolia	0	0	0	0	0	49	0.0%
670	Luverne	0	2	1	3	6	484	1.2%
671	Hills-Beaver Creek	0	1	2	1	4	169	2.4%

School Dropouts, by District and by Grade, 1979-80 School Year

	District	Number of Dropouts				Totals, Grades 9-12		
		Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	ROSEAU COUNTY							
676	Badger	0	0	1	4	5	91	5.5%
678	Greenbush	0	2	2	0	4	188	2.1%
682	Roseau	3	5	4	2	14	433	3.2%
690	Warroad	7	4	4	6	21	256	8.2%
	ST. LOUIS COUNTY							
691	Aurora-Hoyt Lakes	0	2	1	4	7	680	1.0%
692	Babbitt	0	2	4	6	12	466	2.6%
693	Biwabik	1	0	5	4	10	251	4.0%
694	Buhl	6	5	5	2	18	160	11.3%
695	Chisholm	2	1	2	5	10	443	2.3%
696	Ely	3	3	6	22	34	459	7.4%
697	Eveleth	2	6	2	4	14	498	2.8%
698	Floodwood	2	3	1	3	9	173	5.2%
699	Gilbert	1	3	2	3	9	242	3.7%
700	Hermantown	0	3	11	16	30	603	5.0%
701	Hibbing	18	54	31	17	120	1,580	7.6%
703	Mountain Iron	1	0	1	4	6	275	2.2%
704	Proctor	0	3	10	10	23	875	2.6%
706	Virginia	0	18	6	11	35	870	4.0%
708	Tower-Soudan	0	7	4	0	11	201	5.5%
709	Duluth	35	160	177	123	495	6,111	8.1%
710	St. Louis County	5	7	20	10	42	1,038	4.0%
	SCOTT COUNTY							
716	Belle Plaine	0	5	7	4	16	415	3.9%
717	Jordan	2	4	6	3	15	457	3.3%
719	Prior Lake	0	11	20	13	44	997	4.4%
720	Shakopee	7	22	24	30	83	1,083	7.7%
721	New Prague	0	7	3	8	18	820	2.2%
	SHERBURNE COUNTY							
726	Becker	0	1	6	2	9	241	3.7%
727	Big Lake	1	8	11	1	21	287	7.3%
728	Elk River	1	27	29	25	82	1,658	4.9%
	SIBLEY COUNTY							
731	Arlington-Green Isle	0	1	1	4	6	315	1.9%
732	Gaylord	0	3	4	3	10	288	3.5%
733	Gibbon	0	0	1	4	5	138	3.6%
734	Henderson	1	1	1	0	3	141	2.1%
735	Winthrop	0	2	2	1	5	202	2.5%

School Dropouts, by District and by Grade, 1979-80 School Year

		Number of Dropouts				Totals, Grades 9-12		
	District	Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	STEARNS COUNTY							
736	Belgrade	1	2	3	2	8	267	3.0%
737	Brooten	0	0	0	1	1	175	0.6%
738	Holdingford	0	3	7	6	16	381	4.2%
739	Kimball	1	2	3	5	11	336	3.3%
740	Melrose	0	4	5	7	16	859	1.9%
741	Paynesville	1	7	5	4	17	513	3.3%
742	St. Cloud	0	25	19	62	106	4,121	2.6%
743	Sauk Centre	0	3	6	9	18	596	3.0%
745	Albany	0	2	6	4	12	677	1.8%
748	Sartell	2	4	4	9	19	423	4.5%
750	Cold Spring	0	1	6	2	9	945	1.0%
	STEELE COUNTY							
756	Blooming Prairie	1	1	1	2	5	362	1.4%
761	Owatonna	8	16	18	11	53	1,663	3.2%
762	Ellendale-Geneva	1	1	5	5	12	180	6.7%
763	Medford	1	2	4	4	11	198	5.6%
	STEVENS COUNTY							
768	Hancock	0	0	0	0	0	120	0.0%
769	Morris	1	1	2	8	12	510	2.4%
771	Chokio-Alberta	0	0	2	0	2	157	1.3%
	SWIFT COUNTY							
775	Kerkhoven-Murdock	0	0	4	2	6	304	2.0%
777	Benson	1	4	9	6	20	561	3.6%
784	Appleton	1	0	0	1	2	307	0.7%
	TODD COUNTY							
786	Bertha-Hewitt	0	1	3	2	6	230	2.6%
787	Browerville	0	0	1	0	1	196	0.5%
789	Clarissa	0	1	1	2	4	124	3.2%
790	Eagle Bend	0	0	1	0	1	132	.8%
791	Grey Eagle	0	2	2	0	4	155	2.6%
792	Long Prairie	1	7	10	6	24	524	4.6%
793	Staples	0	4	3	4	11	612	1.8%
	TRAVERSE COUNTY							
801	Browns Valley	0	4	2	1	7	125	5.6%
803	Wheaton	0	2	3	1	6	283	2.1%
	WABASHA COUNTY							
806	Elgin-Millville	0	0	0	0	0	205	0.0%
309	Mazeppa	1	1	0	1	3	154	1.9%
810	Plainview	0	4	2	4	10	390	2.6%
811	Wabasha	1	5	7	5	18	351	5.1%
813	Lake City	2	2	3	3	10	563	1.8%

School Dropouts, by District and by Grade, 1979-80 School Year

	District	Number of Dropouts				Totals, Grades 9-12		
		Gr. 9	Gr. 10	Gr. 11	Gr. 12	Dropouts	Membership	Dropout Percent
	WADENA COUNTY							
818	Verndale	1	0	3	1	5	180	2.8%
819	Wadena	1	2	6	7	16	662	2.4%
820	Sebeka	0	3	2	2	7	304	2.3%
821	Menahga	1	2	3	2	8	218	3.7%
	WASECA COUNTY							
827	New Richland	0	2	2	0	4	240	1.7%
829	Waseca	0	1	9	10	20	760	2.6%
830	Janesville	1	4	1	1	7	223	3.1%
913	Waldorf-Pemberton	0	0	1	1	2	151	1.3%
	WASHINGTON COUNTY							
831	Forest Lake	12	55	50	46	163	2,206	7.4%
832	Mahtomedi	0	9	12	13	34	619	5.5%
833	South Washington County	0	68	54	65	187	3,162	5.9%
834	Stillwater	16	53	72	53	194	2,688	7.2%
	WATONWAN COUNTY							
836	Butterfield	0	0	0	0	0	116	0.0%
837	Madelia	0	1	5	0	6	245	2.4%
840	St. James	0	5	3	3	11	492	2.2%
	WILKIN COUNTY							
846	Breckenridge	0	2	6	6	14	461	3.0%
850	Rothsay	0	0	0	0	0	90	0.0%
852	Campbell-Tintah	0	1	0	4	5	143	3.5%
	WINONA COUNTY							
857	Lewiston	0	0	2	0	2	286	0.7%
858	St. Charles	1	5	5	1	12	319	3.8%
861	Winona	8	29	44	26	107	2,013	5.3%
	WRIGHT COUNTY							
876	Annandale	7	6	15	19	47	558	8.4%
877	Buffalo	3	16	24	32	75	1,150	6.5%
879	Delano	3	7	18	11	39	602	6.5%
880	Howard Lake	0	6	3	5	14	366	3.8%
881	Maple Lake	0	0	4	8	12	338	3.6%
882	Monticello	2	8	7	11	28	622	4.5%
883	Rockford	1	2	3	3	9	413	2.2%
885	St. Michael-Albertville	0	0	2	1	3	487	0.6%
	YELLOW MEDICINE COUNTY				102			
891	Canby	0	1	3	3	7	384	1.8%
892	Clarkfield	0	3	5	2	10	183	5.5%
893	Echo	0	0	1	0	1	69	1.4%
894	Granite Falls	0	6	8	10	24	342	7.0%
896	Wood Lake	0	0	1	0	1	84	1.2%